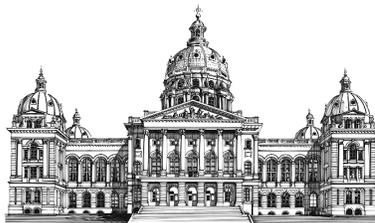


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# Iowa Legislative Fiscal Bureau

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August 28, 2002

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## Community College Governance

### ISSUE

The Legislative Oversight Committee has requested information regarding statewide governance and coordination of community colleges.

### AFFECTED AGENCIES

Division of Community Colleges and Workforce Preparation, Department of Education

### CODE AUTHORITY

Chapter 260C, Code of Iowa  
Section 256.31, Code of Iowa

### BACKGROUND

The issue of community college governance in Iowa was visited by the Legislative Higher Education Task Force in 1989 and by the Community College Governance System Study Committee established by the Legislative Council in 1999. For the 1999 study committee, the Legislative Service Bureau compiled a review of the work of the 1989 task force and subsequent community college legislation (**Attachment A**). The 1999 study committee issued a final report in January 2000 (**Attachment B**), which included recommendations regarding:

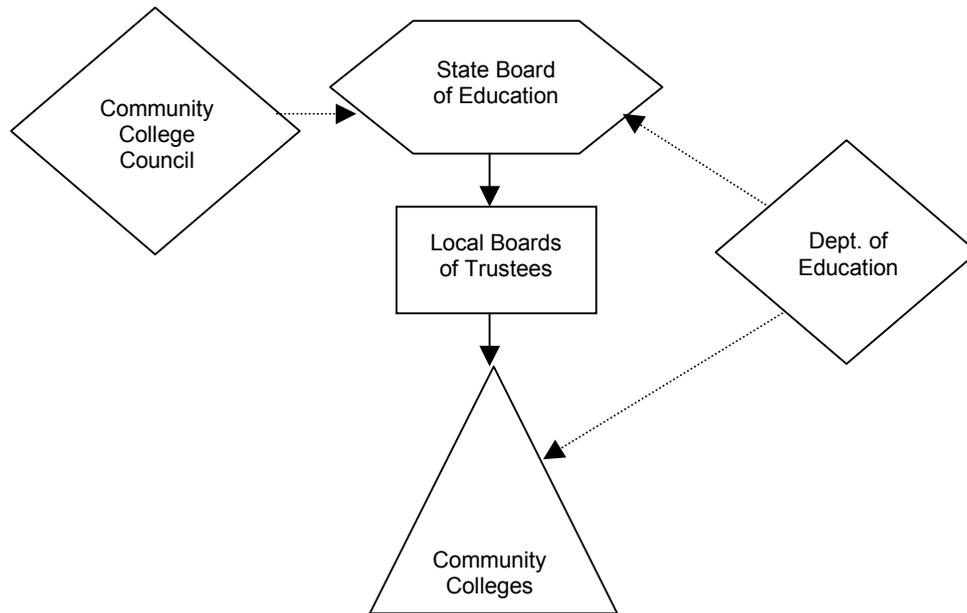
- *Development of a statewide strategic plan for community colleges.* A strategic plan has been developed and implemented and is discussed later in this **Issue Review**.
- *The collection and use of data submitted by the community colleges to the Department of Education.* The Department has developed and implemented a Management Information System (MIS) for the community colleges. The Legislative Fiscal Bureau (LFB) will publish an updated **Issue Review** on implementation of the MIS later this year.
- *Incentives to institutions within the State's K-16 educational system to encourage partnering to share the costs of vocational-technical programs.* No incentives have been offered. The Department has clarified dual credit eligibility to encourage partnering between K-12 school districts and post-secondary institutions.

- *Changes in statutory budgetary deadlines to allow community colleges to finalize budgets after completion of the General Assembly’s annual appropriations process.* The deadlines have not been changed.

Nationally, governance structures for two-year public colleges vary from state to state, but there has been a trend away from local governance toward state-level governance. In 1997, the Education Commission of the States (ECS) reported 12 states where an independent state board governs community colleges and technical institutions. Another 18 states have a consolidated board that governs both two-year and four-year higher education institutions.

**CURRENT SITUATION**

In Iowa, community colleges are governed by locally-elected boards of directors, with certain statutory authority granted to the State Board of Education. The Department of Education provides statewide coordination and oversight.



**State Governance**

Chapter 260C, Code of Iowa, establishes the State Board of Education as the state board for community colleges and prescribes duties that include the development of rules and standards for the accreditation of community colleges. The Chapter also establishes a community colleges division in the Department of Education and assigns the duties of the Director of the Department of Education.

The Department has established administrative rules regarding administration, faculty, curriculum, and accreditation of community colleges (281-21, Iowa Administrative Code). Community colleges must maintain accreditation by the North Central Association of Colleges and Schools (NCA) and must meet additional requirements to maintain State accreditation. Each college undergoes a comprehensive State evaluation at least once every 10 years (following the NCA evaluation), with an interim evaluation conducted five years later. Additional evaluations may be conducted to address specific concerns as they arise.

Reorganization of Community College Division - The Division is reorganizing to focus more of its efforts on community colleges and lessen its involvement in secondary vocational education, following a reduction in staff of more than 25.0% since 1997. The Division of Early Childhood, Elementary and Secondary Education will assume a greater role in the administration of federal Carl Perkins funds at the secondary level. The Division of Community Colleges and Workforce Development will continue to provide assistance with curriculum content for secondary vocational education programs.

### **Local Governance**

Chapter 260C also establishes local governing boards for each community college, composed of five to nine members elected from within director districts. The local boards are authorized to determine curriculum and tuition rates, to enter into contracts, to establish policy and make rules, and to otherwise exercise the same powers and duties prescribed for local K-12 school boards.

### **Statewide Coordination**

**Sharing Agreements** – Chapter 260C directs the Department to establish guidelines and an approval process (281-21, Iowa Administrative Code) for program and administrative sharing agreements between two or more community colleges or between a community college and a Regents institution. The Iowa Association of Community College Trustees (IACCT) publication, “An Inventory of Community College Cooperative Relationships,” lists such agreements and many other types of cooperative ventures. The publication is available on the LFB web site at [http://staffweb.legis.state.ia.us/lfb/subcom/ed\\_sub/reports.htm](http://staffweb.legis.state.ia.us/lfb/subcom/ed_sub/reports.htm) or by contacting the Iowa Association of Community College Trustees or the LFB.

**Community College Council** – Section 256.31, Code of Iowa, establishes the six-member Community College Council to make recommendations to the State Board of Education regarding substantial issues related to the community college system. The Council consists of four members of the State Board of Education, a community college president, and a community college trustee.

**Five-Year Strategic Plan** – Section 256.31 specifically charges the Council with preparing and maintaining a written five-year strategic plan for the community college system in consultation with a thirteen-member working group of stakeholders. The stakeholder group includes representatives appointed by the Governor, community college trustees and presidents, majority and minority members of the House and Senate, the Iowa Association of School Boards, the Iowa State Education Association, and the Iowa Association of Business and Industry.

The first five-year strategic plan was approved by the State Board of Education for implementation beginning July 1, 2001. The plan, entitled “Shaping the Future,” is available at [www.state.ia.us/educate/ccwp/cc/pubs/shaping.pdf](http://www.state.ia.us/educate/ccwp/cc/pubs/shaping.pdf) or by contacting the Department of Education. It identifies four strategic goals, with initiatives for accomplishing each. In January 2002, the Department of Education released a progress report on the strategic plan initiatives for which it has leadership and coordination responsibility. The report is available at [www.state.ia.us/educate/ccwp/cc/pubs/shap02.pdf](http://www.state.ia.us/educate/ccwp/cc/pubs/shap02.pdf).

A first-year progress report on the initiatives will be presented to the State Board of Education in August 2002. The executive summary of that report and a listing of the strategic plan goals and initiatives is provided in **Attachment C**. The executive summary highlights a variety of achievements resulting from the strategic plan.

One of those achievements is the work of the Community College Performance Indicators Task Force that has drafted a set of indicators for consideration by the State Board of Education in August 2002 (**Attachment D**). The task force's proposed timeline calls for trial implementation in Spring 2003 and final approval by the State Board in December 2003. The indicators are intended to measure the performance of the statewide community college system as a whole. It is not the intent of the Department to report data on individual colleges as part of this initiative.

Each of the community colleges has an individual strategic plan. The Department is developing a web site to provide access to those plans and related progress reports. In the meantime, that information is available upon request from the colleges or the Department. Links to the web sites of each of the colleges are available at the Department's community college home page at [www.state.ia.us/educate/ccwp/cc/index.html](http://www.state.ia.us/educate/ccwp/cc/index.html).

**Coordinating Council for Post High School Education** – The Coordinating Council for Post High School Education is a voluntary collaborative effort of the community colleges, private colleges, Regents universities, the Iowa Association of Private Business Schools, the Iowa Private Specialized School Association, the Iowa Public Broadcasting Board, the College Student Aid Commission, the State Board of Education, and the Department of Education.

The Council meets quarterly to review proposals from member institutions for new programs or program locations and identify significant concerns to be passed along to the appropriate governing or coordinating board charged with final approval of the proposal. The Council also publishes a digest of post-secondary education in Iowa and sponsors a web-based catalog of Iowa distance learning resources ([www.iowalearns.org](http://www.iowalearns.org)). A strategic planning committee of the Council addresses general areas of concern such as strengthening the role of education in Iowa's workforce development efforts.

**Iowa Association of Community Colleges Trustees** – All 15 community colleges maintain memberships in the Iowa Association of Community College Trustees ([www.iacct.com](http://www.iacct.com)) and its sister organization, The Iowa Association of Community College Presidents. In addition to coordination of a common legislative agenda, the organizations provide opportunities for communication and collaboration between colleges.

## Funding

**Attachment E** provides the percentage of community college revenue from various sources from 1991 to 2001. In 2001, the community colleges received 45.5% of their funding from State general aid and 39.0% from tuition and fees. The remaining revenue was derived from local property tax (5.9%), federal funds (3.4%), and other income (6.3%).

## **CURRENT CONCERNS**

Conversations with legislators and recent media coverage have identified several areas of concern within the broad category of statewide governance and coordination of community colleges:

- *Standardization and appropriate implementation of policies in certain areas, such as student records and employee disciplinary actions.* Under current law, the local boards set these policies and oversee their implementation. The State Board of Education and the Department can address policy-related concerns at particular colleges or throughout the system through the accreditation process.

- *K-16 integration and, specifically, articulation with Regents universities and private four-year colleges.* Iowa Association of Community College's Inventory of Community College Cooperative Relationships ([http://staffweb.legis.state.ia.us/lfb/subcom/ed\\_sub/reports.htm](http://staffweb.legis.state.ia.us/lfb/subcom/ed_sub/reports.htm)) highlights each community college's articulation agreements with specific four-year colleges. There are numerous articulation agreements for course-by-course transfers and several for dual enrollment or associate degree transfers, where students completing an associate degree may transfer to a four-year college as a junior.

Under a statewide articulation agreement with the Regents universities, a student who has obtained an Associate of Arts or Associate of Science degree will enter a Regents college of liberal arts and sciences with junior level status, having met all general education requirements. Students who have pursued the Associate Applied Science degree (AAS) are the least benefited by this agreement, since only 16 hours of general education credit are accepted as elective credit by the Regents institutions.

- *Communication with the public and General Assembly.* There has been a general concern among legislators about obtaining consistent and accurate information from all 15 community colleges. The management information system established in recent years was intended to address this concern. An LFB **Issue Review** to be published later this year will address the effectiveness of the system and its implementation to date.

In addition, communication concerns arose in regard to a recent investigation of transcript irregularities at Iowa Central Community College. Legislators learned of the investigation and its results via the media, and some have expressed concern that the college did not take a proactive role in informing the public or the General Assembly of what steps were taken to correct the situation and prevent a recurrence.

- *Fundraising.* Some legislators have expressed a desire to see community colleges make greater efforts and improve their effectiveness at obtaining contributions from alumni and other private donors. Each of the community colleges has a private foundation that conducts its private sector fundraising activities. The majority of the funds obtained in this manner are distributed as scholarships, although some may be used for building projects or other endeavors.

All of the colleges and their foundations participate with the Council for Resource Development ([www.crdnet.org](http://www.crdnet.org)), an affiliate of the American Association of Community Colleges that provides education programs, publications, and other resources to improve the effectiveness of community colleges in securing resources in both the public and private sectors.

- *Other funding issues.* The LFB provided an **Issue Review** on community college funding in September 2001. That report is available at <http://staffweb.legis.state.ia.us/lfb/docs/IssReview/2002/IRRKM000.PDF> or upon request from the LFB. The following information is available in this **Issue Review**:
  - Community college general unrestricted revenue by source for FY 1991 through FY 2001 (**Attachment E**)
  - A state-by-state national comparison of revenue sources for community colleges (**Attachment F**)
  - The LFB's comparison of State and local per-pupil funding for different education entities in Iowa for FY 2001 and FY 2002 (**Attachment G**)

**ALTERNATIVES**

The LFB is available to help legislators explore alternatives in regard to the concerns listed above or others that may be identified.

In regard to the general issue of governance, the Education Commission of the States (ECS) has published "Models of Postsecondary Education Coordination and Governance in the States" (**Attachment H**), which attempts to graphically demonstrate the various governance models in the 50 states. An essay by Aims C. McGuinness, entitled "Guidelines for States Considering Reorganization," is also provided (**Attachment I**). The Postsecondary Governance Structures Database on the Education Commission of the States web site ([www.ecs.org/clearinghouse/31/02/3102.htm](http://www.ecs.org/clearinghouse/31/02/3102.htm)) contains detailed information on governance structures in all 50 states, as well as the full series of Aims C. McGuinness' essays on postsecondary governance.

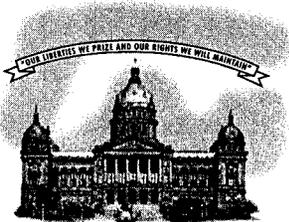
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**MEMORANDUM**

**TO:** Co-Chairperson Senator Mary Lundby and Co-chairperson Representative Willard Jenkins and members of the Legislative Oversight Committee

**FROM:** Richard Johnson, Deputy Director, and Kathy Hanlon, Research Analyst

**RE:** Community College Governance System Study Committee Materials

During its May 8, 2002, meeting, the Legislative Oversight Committee approved a motion to review the personnel policies of the Iowa Central Community College and its handling of the falsifying of records incident. The purpose of this memo is to provide you with materials you may find of interest that were issued for or by the Community College Governance System Interim Committee, which met in 1999 and issued its final report to the General Assembly on January 28, 2000. Please find attached to this memo a copy of the background statement prepared by the Legislative Service Bureau for the Community College Governance System Interim Committee, and a copy of the Committee's Final Report. The attachments referred to in the background statement are not included in this mailing, but are on file in the LSB and available upon request. If you would like further information, contact Kathy Hanlon at 281-3847 or access the following website for more information regarding the work of the Community College Governance System Interim Committee:

<http://www.legis.state.ia.us/GA/78GA/Interim/1999/comminfo/ccollege.htm>

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## MEMORANDUM

**TO:** Temporary Co-Chairpersons Senator Jeff Angelo and Representative Beverly Nelson-Forbes and Members of the Community College Governance System Study Committee

**FROM:** Kathleen Hanlon, Research Analyst

**RE:** Background Statement

## INTRODUCTION

The purpose of this memorandum is to provide background information to the members of the Community College Governance System Study Committee. The memorandum and its attachments include the charge and membership of the Committee, the tentative agenda, the proposed rules for the Committee, and additional background information relating to Iowa's community college governance system. However, the Division of Community Colleges and Workforce Preparation of the Department of Education has elected to provide members with a comprehensive history and compilation of information related to the community college system. Therefore, the background provided in this memorandum is limited to a review of Iowa law governing the community colleges and of the Final Report of the Legislative Higher Education Task Force of 1989.

## CHARGE OF THE COMMITTEE

This Committee shall identify and study options for restructuring the community college governance system. The goal is to develop a plan for community colleges to operate more cooperatively, effectively, and efficiently as a state system while recognizing the strong local character of the community colleges. The Committee shall review the following aspects of the current system: current governance system; ongoing collaborative efforts; relationships with local K-12 schools, other accredited postsecondary institutions, and the Department of Education; and changes necessary to enhance accountability. The Committee may consult with the Office of the Governor, Iowa Association of Community College Trustees, Iowa Association of Community College Presidents, Division of Community Colleges and Workforce Preparation of the Department of Education, and other parties interested in community college governance.

The Committee is authorized to hold three meetings.

## MEMBERSHIP AND STAFF

The Committee consists of the following members:

### **Senate**

Senator Jeff Angelo,  
Temporary Co-chairperson

Senator Mike Connolly

Senator John Kibbie

Senator Kitty Rehberg

Senator Maggie Tinsman

### **House of Representatives**

Representative Beverly Nelson-Forbes,  
Temporary Co-chairperson

Representative Carmine Boal

Representative Lance Horbach

Representative Don Shultz

Representative Greg Stevens

## BACKGROUND INFORMATION

**Introduction.** According to a report submitted by the firm of Peat Marwick to a legislative steering committee in 1989, "Merged Area Schools carry a strong obligation to provide specific educational opportunities designed to meet the needs of the regions which they serve."<sup>1</sup> While some of the state's community colleges are aggressively meeting this obligation, some would argue that the record of the state's community college system is uneven.

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<sup>1</sup> *Overarching Public Policy Issues Facing Postsecondary Education in the State of Iowa: A Final Report*, by Peat Marwick. Submitted to the Members of the Steering Committee, Iowa Postsecondary Education Study, January 1989 (v-1).

Location and leadership are forces cited as being largely responsible for a community college's ability to seize or create opportunities for service to its community. "Whether public or independent, each postsecondary educational institution... receives certain benefits by virtue of its location. Likewise, each carries certain responsibilities."<sup>2</sup> Where a community college is located is the result of local planning decisions which were approved by the State Board of Education.<sup>3</sup> The responsibility for leadership is more difficult to discern, as Iowa's community college governance system is largely locally determined, with the state providing oversight and the greatest single source of funding for community colleges.<sup>4</sup>

**Planning Trends.** Nationally, the trend in planning is shifting, suggests an Education Commission of the States report, from "'rational planning' models to a more strategic, market-oriented approach to policy leadership." The report states "Governors and state legislators increasingly have expected state boards to play a more distinct and visible policy leadership role in setting a state policy agenda and serving as change agents." The Final Report of the Legislative Higher Education Task Force in 1989 anticipated today's planning trend by suggesting that a "strategic plan be developed, to maximize the resources of the entire educational enterprise..." and to focus "on the process of planning by anticipating issues and preparing policy analyses and studies that address them."<sup>5</sup>

**1989 Legislative Study.** According to the Final Report of the Legislative Higher Education Task Force, it was suggested that a separate board be created to "govern community colleges within the Department of Education."<sup>6</sup> The report added, "...we have found deep concern about the oversight of the community-college system and a feeling that the Board of Education is not showing sufficient interest in these institutions."<sup>7</sup> However, the task force decided, for reasons of articulation (or the "ability to move between secondary and postsecondary education..."<sup>8</sup>), that the Board of Education should continue providing oversight to the community college system. The report did recommend increasing the Board of Education's resources "to enable its members to better carry out their extensive duties, particularly with respect to the governance of community colleges."<sup>9</sup>

The report further recommended that the Department of Education "make initial and subsequent periodic evaluation of each community college to: ensure the presence of a common minimal range of educational offerings in each; continually review the number of administrative units and recommend changes to reflect demographic changes and service needs, including, if appropriate, the realignment of borders based on providing complete and consistent services for the areas served."<sup>10</sup> However, as

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<sup>2</sup> Ibid.

<sup>3</sup> Section 280A.4, Code 1966.

<sup>4</sup> "Revenue Sources," Legislative Fiscal Bureau, Slide 7, Attachment 2 of this background statement.

<sup>5</sup> *A Challenge to Change: Education for the New Century*. A Final Report of the Legislative Higher Education Task Force (p. 3).

<sup>6</sup> Ibid. at 17.

<sup>7</sup> Ibid.

<sup>8</sup> *Overarching Public Policy Issues Facing Postsecondary Education in the State of Iowa: A Final Report*, by Peat Marwick. Submitted to the Members of the Steering Committee, Iowa Postsecondary Education Study, January 1989 (iii-1).

<sup>9</sup> Ibid.

<sup>10</sup> Ibid. at 3.

provided in section 260C.5, subsection 3, of the Iowa Code, the Director may make changes in boundaries of merged areas only with the approval of the board of directors of each merged area affected by the change.

**LEGISLATIVE RESPONSE TO THE TASK FORCE RECOMMENDATIONS.** The following includes examples of the legislative response to the recommendations of the task force:

**Direction to the State Board.** In the 1990 Legislative Session, immediately following publication of the task force's report, the General Assembly passed 1990 Iowa Acts, ch. 1253 (Senate File 2410), an Act which responded to many of the task force's concerns and recommendations, including a requirement that three members of the state board have substantial knowledge related to the community college system; and that the state board adopt rules establishing guidelines for the approval of administrative and program sharing agreements between two or more community colleges or a community college and a Regents institution, set criteria for the establishment and approval of quality instructional centers at the community colleges, and establish a procedure for accrediting all community college programs in Iowa. The Act was fairly prescriptive concerning the components of the accreditation process and standards for accrediting community college programs.

**Direction to the Director of Education.** The 1990 Act required the Director to explore the need for coordination between school districts, area education agencies, Regents institutions, and community colleges.

**Legislative Initiatives.** Legislation promoting collaboration in the years since include the following:

- *The Academic Incentives for Minorities Program.* The mission of the program is to encourage collaborative efforts by community colleges, Regents institutions, and business and industry to enhance educational opportunities and provide for job creation and career advancement for Iowa's minorities by providing assistance to minorities who major in fields or subject areas where minorities are currently underrepresented or underutilized. The program is administered by the Des Moines Area Community College.

- *Quality Instructional Centers.* The program was established in 1990 for the community colleges to promote the creation or enhancement of high-quality, unique, high-cost, capital-intensive, or highly specialized vocational-technical and occupational programs, which cannot be practically or economically offered at more than a few community colleges. The Department of Education was directed to establish criteria for the identification, approval, and review of programs. However, the program has not been funded.

- *Program and Administrative Sharing.* As noted earlier in this background statement, the State Board of Education, in 1990, was directed to adopt rules relating to program and administrative sharing agreements. Code section 260C.46 directed the department to establish, by September 1, 1990, guidelines and an approval process for program sharing agreements and for administrative sharing agreements entered into by two or more community colleges or by a community college and a higher education

institution under the control of the Board of Regents. The guidelines were to be designed to increase student access to programs, enhance educational program offerings throughout the state, and enhance interinstitutional cooperation in program offerings.

**Community College Council.** The 1990 Act also provided for the establishment of the Community College Council to assist the State Board of Education with substantial issues which are directly related to the community college system. The state board must refer all substantial issues directly related to the community college system to the council, which is to formulate recommendations on each issue referred to it by the state board and must submit the recommendations to the state board.<sup>11</sup>

The council consists of three members of the state board who are knowledgeable about the issues and concerns of the community college system, a state board member appointed annually by the president of the State Board of Education, a community college president appointed the Iowa Association of Community College Presidents, and a community college trustee appointed by the Iowa Association of Community College Trustees.

**Higher Education Strategic Planning Council.** The 1990 Act also established a Higher Education Strategic Planning Council to develop strategic plans for the advancement of higher education institutions in Iowa, but the provision was repealed effective July 1, 1995.

**State Board for Community Colleges.** The 1990 Act created a State Board for Community Colleges, but provided that the State Board of Education constitutes the State Board for Community Colleges. The Act set out the duties of the new state board, including that the board adopt and establish policies for programs and services of the department which relate to community colleges, prescribe standards and procedures for the approval of practitioner preparation programs and professional development programs, and review and make recommendations that relate to community colleges in the five-year plan for the achievement of educational goals.<sup>12</sup>

## CODE REVIEW: GOVERNANCE

**Governing Board.** A community college governing board is a board of directors (sometimes called "trustees") composed of one member elected by the voters of each director district in the area served by the community college. Boards can change the number of members, but the number cannot be less than five or more than nine. Members serve three-year terms, and must be residents of the district from which they were elected. A school board member or member of an area education agency board cannot serve as a trustee.<sup>13</sup> Members of the board, other than the secretary and the

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<sup>11</sup> Iowa Code § 256.31.

<sup>12</sup> Iowa Code § 260C.4.

<sup>13</sup> Iowa Code § 260C.11.

treasurer, are allowed their actual expenses incurred in the performance of their duties and may be eligible to receive per diem compensation.<sup>14</sup>

**Director Districts.** The board may make and adopt changes in the boundaries of the director districts within the community college's area. The board is required to redraw boundary lines after each decennial census to compensate for changes in population if changes in population have taken place.

When the board redraws boundaries, certain standards must be followed, including the following: All boundaries must follow precinct boundaries or school director district boundaries unless a boundary would divide one or more election precincts and, to the extent possible, all districts must be as nearly equal as practicable to the ideal population for the districts as determined by dividing the number of districts to be established into the population of the merged area, and cities cannot be divided into two or more districts unless the population of the city is greater than the ideal size of a district.<sup>15</sup> The boundary lines of a merged area may divide a school district.<sup>16</sup>

**Combining Merged Areas.** Any merged area may combine with any adjacent merged area after a favorable vote by the electors of each of the areas involved.<sup>17</sup>

**Board of Directors -- Authority and Responsibilities.** Section 260C.14 confers authority and places certain responsibilities on the board of directors of each community college, including determining curriculum, establishing tuition rates, entering into contracts, adopting rules, approving budgets and expenditures, and performing many other policy and administrative functions. A complete listing is attached to the memorandum as the Appendix.

**Conduct of Elections.** Board member candidates are nominated by petition. A petition must be signed by not less than 50 eligible electors of the director district from which the member is to be elected. Regular annual elections for the election of members of the board of directors, for the renewal of the facilities or cash reserve levies, or for any other matter authorized by law and designated for election by the board of directors of the merged area, shall be held on the date of the school election, which is the second Tuesday in September.<sup>18</sup>

**Legal Status.** A merged area formed under Iowa law shall be a body politic as a school corporation for the purpose of exercising powers granted under Code chapter 260C, and as such may sue and be sued, hold property, and exercise all the powers granted by law and such other powers as are incident to public corporations of like character and are not inconsistent with the laws of the state.<sup>19</sup>

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<sup>14</sup> Iowa Code § 260C.12.

<sup>15</sup> Iowa Code § 260C.13(3).

<sup>16</sup> Iowa Code § 260C.16, unnum para. 2.

<sup>17</sup> Iowa Code § 260C.39.

<sup>18</sup> Iowa Code § 260C.15.

<sup>19</sup> Iowa Code § 260C.16.

**Community College Budget Review.** Section 260C.18B establishes a community college budget review procedure for the School Budget Review Committee. The committee is directed to meet and hold hearings each year to review the unusual circumstances of community colleges, either upon the committee's motion or upon the request of a community college. The section specifies the circumstances, such as abnormal enrollment increases or decreases, that qualify as "unusual." The committee may grant supplemental state aid to the community college from funds appropriated to the department for community college budget review purposes.<sup>20</sup>

Failure by a community college to provide information or appear before the committee as requested for a review or hearing constitutes justification for the committee to instruct the Department of Revenue and Finance to withhold supplemental state aid to that community college until the committee's inquiries are satisfied completely.<sup>21</sup>

**Accreditation of Community College Programs.** The language placed in the Code in 1990 relating to the accreditation of community college programs was substantially revised in 1993, and the deadline established for the establishment of an accreditation process was extended in 1996 legislation to July 1, 1997. The process, as directed in section 260C.47, was jointly developed and agreed upon by the Department of Education and the community colleges. The process must be integrated with the accreditation process of the North Central Association of Colleges and Schools, including the evaluation cycle, the self-study process, and the criteria for evaluation, which shall incorporate the standards for community colleges developed pursuant to section 260C.48.

The law required, for the academic year commencing July 1, 1998, and in succeeding school years, the department to use a two-component process for the continued accreditation of community college programs. The first component consists of submission of required data by the community colleges and annual monitoring by the department for compliance with state program evaluation requirements adopted by the state board. The second component consists of the use of an accreditation team appointed by the Director of the Department of Education, to conduct an evaluation, including an on-site visit of each community college, with a comprehensive evaluation to occur during the same year as the evaluation by the North Central Association of Colleges and Schools, and an interim evaluation midway between comprehensive evaluations.

If the state board determines that a program does not meet accreditation standards, the Director, in cooperation with the board of directors of the community college, shall establish a plan prescribing the procedures that must be taken to correct deficiencies in meeting the program standards, and shall establish a deadline date for correction of the deficiencies. The plan is subject to approval of the state board.

The accreditation team shall revisit the community college and shall determine whether the deficiencies in the standards for the program have been corrected and make a report and recommendation to the Director and the state board. If the

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<sup>20</sup> Iowa Code § 260C.18B(1).

<sup>21</sup> Iowa Code § 260C.18B(4).

deficiencies have not been corrected, the community college board shall take one of the following actions within 60 days from removal of accreditation:

- Merge the deficient program or programs with a program or programs from another accredited community college.
- Contract with another educational institution for purposes of program delivery at the community college.
- Discontinue the program or programs which have been identified as deficient.

The Director must give a community college that has a program which fails to meet accreditation standards at least one year's notice prior to removal of accreditation of the program. If, during the year, the community college remedies the reasons for removal of accreditation of the program and satisfies the Director that the community college will comply with the accreditation standards for that program in the future, the director shall continue the accreditation of the program of the community college.

Action by the director to remove a community college's accreditation of the program may be appealed to the state board.<sup>22</sup>

**State Direction to Administration.** The administration of the college is required to encourage the continued development of faculty potential, and Code section 260C.36 prescribes how this is to be accomplished.

## CODE REVIEW: FINANCE

**Preparation and Approval of Budget -- Operations Levy.** The board of directors of each merged area is required to prepare an annual budget designating the proposed expenditures for operation of the community college, and designate the amounts to be raised by local taxation and by other sources of revenue for the operation. The budget of each merged area must be submitted to the state board no later than May 1 preceding the next fiscal year for approval. The state board reviews the proposed budget and can either grant its approval or return the unapproved budget with its comments attached. Any unapproved budget must be resubmitted to the state board for final approval.

Upon approval of the budget by the state board, the board of directors must certify the amount to the respective county auditors and the county annually shall levy a tax of not more than 20.25 cents per \$1,000 of assessed value on taxable property in a merged area for the operation of a community college.<sup>23</sup>

**Election to Incur Indebtedness.** Indebtedness shall not be incurred to acquire sites and erect and equip buildings for use by community colleges until authorized by an election and approval by 60 percent of the voters voting on the proposition in the area.<sup>24</sup>

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<sup>22</sup> Iowa Code § 260C.47.

<sup>23</sup> Iowa Code § 260C.47.

<sup>24</sup> Iowa Code § 260C.21.

**Facility Levy.** In addition to the tax authorized for community college operations, the voters in any merged area may at the annual school election vote a tax not exceeding 20.25 cents per \$1,000 of assessed value in any one year for a period not to exceed 10 years for the purchase of grounds, construction of buildings, payment of debts contracted for the construction of buildings, purchase of buildings and equipment for buildings, the acquisition of libraries, for paying utilities costs, and for maintaining, remodeling, improving, or expanding the community college. To make revenues resulting from the facilities levy immediately available, the board may borrow money and enter into loan agreements in anticipation of the collection of the tax, and shall, by resolution, provide for the levy of an annual tax, within the limits of the special voted tax authorized, sufficient to pay the principal and interest of the loan, which must mature within the number of years for which the tax has been voted.<sup>25</sup>

**Tax for Equipment Replacement and Program Sharing.** The board of directors may annually certify for levy a tax on taxable property in the merged area at a rate not exceeding 3 cents per \$1,000 of assessed valuation for equipment replacement.

However, the board may exceed this amount if the excess tax levied does not cause the total rate certified to exceed a rate of 9 cents per \$1,000 of assessed valuation, and the excess revenue generated is used for purposes of program sharing between community colleges or for the purchase of instructional equipment. To certify for the excess amount, the board must submit the question at a regular or special election. Authorization requires the approval of a simple majority of those voting on the question at the election. If authorized, the board may certify for a levy for the excess amount during each of the 10 years following the election. If the measure fails, the board shall not submit the question to the voters again until 355 days have elapsed from the election.

Prior to expenditure of the excess revenues though, the board must obtain the approval of the Director of the Department of Education.<sup>26</sup>

**Levy Use Limitation.** Revenues resulting from community college levies cannot be used for the construction or maintenance of athletic buildings or grounds but may be used for residence hall or dormitory projects.<sup>27</sup>

## CODE REVIEW: GENERAL STATE REQUIREMENTS/PROGRAMS

**Iowa Industrial New Jobs Training Act.** This Act, codified in 1983, establishes a program coordinated by the Iowa Department of Economic Development in consultation with the Department of Education. Rules adopted by the Iowa Department of Economic Development are to be used by a community college in developing projects with new and expanding industrial new jobs training proposals. Under the

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<sup>25</sup> Iowa Code § 260C.22.

<sup>26</sup> Iowa Code § 260C.28.

<sup>27</sup> Iowa Code § 260C.34.

program, a community college may enter into an agreement with a business to establish a project.<sup>28</sup> Costs of the project may be paid from one or a combination of the following sources:

- Incremental property taxes to be received or derived from an employer's business property where new jobs are created as a result of the project.
- New jobs credit from withholding to be received or derived from new employment resulting from the project.
- Tuition, student fees, or special charges fixed by the board of directors to defray program costs in whole or in part.
- Guarantee of payments to be received under the above.<sup>29</sup>

**Iowa Jobs Training Act.** This Act, codified in 1985, directs the Department of Economic Development, in consultation with the Department of Education and the Department of Workforce Development, to coordinate the Jobs Training Program.<sup>30</sup> Under the Act, the Department of Economic Development and the community colleges are authorized to fund business network training projects and high technology apprenticeship programs. A business network training project must include five or more businesses and be located in two or more community college districts.<sup>31</sup>

**Motor Vehicles Required to Operate on Alternative Fuels.** All motor vehicles, purchased by or used under the direction of the board of directors to provide services to a merged area, are required to operate on gasoline blended with at least 10 percent ethanol.<sup>32</sup> In addition, 10 percent of all new passenger vehicles and light pickup trucks, purchased by or under the direction of the board of directors to provide services to a merged area, must be equipped with engines which utilize alternative methods of propulsion. However, these provisions do not apply to vehicles and trucks purchased and directly used for law enforcement or off-road maintenance work.<sup>33</sup>

**Purchase of Biodegradable Hydraulic Fluids.** Hydraulic fluids purchased by or used under the direction of the board of directors to provide services to a merged area shall be purchased in compliance with preference requirements for purchasing biodegradable hydraulic fluids as provided in the Code.<sup>34</sup>

**Limitation on Land Purchase.** A merged area shall not purchase land that increases the aggregate of land owned by the merged area, excluding land acquired by donation or gift, to more than 320 acres without the approval of the Director of the Department of Education. With the approval of the Director of the Department of Education, the board of directors of a merged area may at any time sell any land in

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<sup>28</sup> Iowa Code § 260E.3(1).

<sup>29</sup> Iowa Code § 260E.7.

<sup>30</sup> Iowa Code § 260F.7.

<sup>31</sup> Iowa Code §§ 260F.6A and 260F.6B.

<sup>32</sup> Iowa Code § 260C.19A.

<sup>33</sup> Iowa Code § 260C.19A.

<sup>34</sup> Iowa Code § 260C.19B.

excess of 160 acres owned by the merged area, and an election is not necessary in connection with the sale.<sup>35</sup>

## APPENDIX

1. Determine the curriculum to be offered subject to approval by the state board.
2. Ensure that all vocational offerings are competency-based and provide any minimum competencies required by the Department of Education, comply with state law, and are articulated with local school district vocational education programs.
3. Ascertain that all courses and programs are needed and do not duplicate programs provided by existing public or private facilities in the area.
4. Determine tuition rates.
5. Have the powers and duties with respect to community colleges prescribed by law for boards of directors of local school districts, except that the board is not required to prohibit the use of tobacco, alcoholic liquor, or beer by any student of legal age. However, Code section 260C.40 requires that each merged area school adopt a policy that prohibits unlawful possession, use, or distribution of controlled substances by students and employees on property owned or leased by the merged area school or in conjunction with activities sponsored by a merged area school.
6. Have the power to enter into contracts and take other necessary action to ensure a sufficient curriculum and efficient operation and management of the college and maintain and protect the physical plant, equipment, and other property of the college.
7. Establish policy and make rules, not inconsistent with law and administrative rules, regulations, and policies of the state board, for its own government and that of the administrative, teaching, and other personnel, and the students of the college, and aid in the enforcement of such laws, rules, and regulations.
8. Have authority to sell a student-constructed building and the property on which it is located or any article resulting from any vocational program or course offered at a community college.
9. With the consent of the inventor, and in the discretion of the board, secure letters patent or copyright on inventions of students, instructors, and officials of any community college.
10. Set the salary of the area superintendent.

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<sup>35</sup> Iowa Code § 260C.35.

11. Make necessary rules to provide for the policing, control, and regulation of traffic and parking of vehicles and bicycles on the property of the community college. Penalties may be imposed for violation of the rules.
12. Be authorized to issue school credit cards to employees of community colleges to use for payment of authorized expenditures incurred in the performance of work-related duties.
13. Publish annually in at least one newspaper published in the merged area a summarized statement showing the receipts and disbursements of all funds of the community college for the preceding fiscal year.
14. Adopt policies and procedures for the use of telecommunications as an instructional tool at the community college.
15. In its discretion, adopt rules relating to the classification of students enrolled in the community college who are residents of Iowa's sister states as residents or nonresidents for tuition and fee purposes.
16. Maintain policies related to oral communication competence of instructors, and teaching proficiency and evaluation of teaching assistants.
17. Provide for eligible alternative retirement benefits systems.
18. Develop, implement, and disseminate a written policy addressing sexual abuse issues, including counseling, campus security, prevention, protection, and the rights and duties of students and employees of the community college.
19. Facilitate the accurate and prompt reporting of sexual abuse to duly constituted law enforcement authorities.
20. Provide, within a reasonable time, information as requested by the Departments of Management and Education.<sup>36</sup>
21. Receive and expend federal funds made available, administered by, and subject to the approval of the Director of the Department of Education; tuition; state aid; and donations and gifts accepted by the governing board and expended in accordance with the terms of the gift without compliance with the local budget law; and student fees. The expenditure of funds collected from students for activities shall be determined by the student government unit with administrative and board approval. Any increases in student fees for activities must be determined by the student government unit with administrative and board approval.<sup>37</sup>
22. May acquire sites and erect and equip buildings for use by community

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<sup>36</sup> Iowa Code § 260C.14.

<sup>37</sup> Iowa Code § 260C.18.

colleges and may contract indebtedness and issue bonds to raise funds for such purposes.<sup>38</sup>

23. May expend profits from auxiliary enterprises of community colleges for services and equipment, including tutoring services, scholarships, grants, furniture, fixtures and equipment for noninstructional student use, and support of intramural and intercollegiate athletics.<sup>39</sup>
24. May accept and administer trusts.<sup>40</sup>
25. May, with the approval of the Director of the Department of Education, enter into lease agreements, with or without purchase options, not to exceed 20 years in duration, for the leasing or rental of buildings for use basically as classrooms, laboratories, shops, libraries, and study halls for community college purposes, and pay for the leasing or rental with levy revenues. Lease agreements extending for less than 10 years and for less than \$25,000 per year need not be submitted to the director for approval.<sup>41</sup>
26. Audit and allow all just claims against the community college.<sup>42</sup>
27. Apprenticeship Programs. Each community college is authorized, on a voluntary basis, to establish or contract for the establishment of apprenticeship programs for apprenticeable occupations. Any apprenticeship program established under this section shall comply with requirements established by the U.S. Department of Labor, Bureau of Apprenticeship and Training.<sup>43</sup>

## ATTACHMENTS

Attached to this memorandum are the following materials:

Attachment 1: *Overarching Public Policy Issues Facing Postsecondary Education in the State of Iowa: A Final Report*, by Peat Marwick. Submitted to the Members of the Steering Committee, Iowa Postsecondary Education Study, January 1989 (v-1).

Attachment 2: "Issue Review: Community College Funding Overview," Legislative Fiscal Bureau, September 27, 1999.

Attachment 3: *A Challenge to Change: Education for the New Century*. Final Report of the Legislative Higher Education Task Force (p. 3).

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<sup>38</sup> Iowa Code § 260C.19.

<sup>39</sup> Iowa Code § 260C.31.

<sup>40</sup> Iowa Code § 260C.32.

<sup>41</sup> Iowa Code § 260C.38.

<sup>42</sup> Iowa Code §§ 260C.42 and 260C.43.

<sup>43</sup> Iowa Code § 260C.44.

Attachment 4: *Strengthening Community College Linkages: Recommendation on Strengthening Relationships Between the State Board of Education, the Department of Education, and the Area Colleges*. Iowa Department of Education, January 1990.

Attachment 5: 1990 Iowa Acts, Chapter 1253.

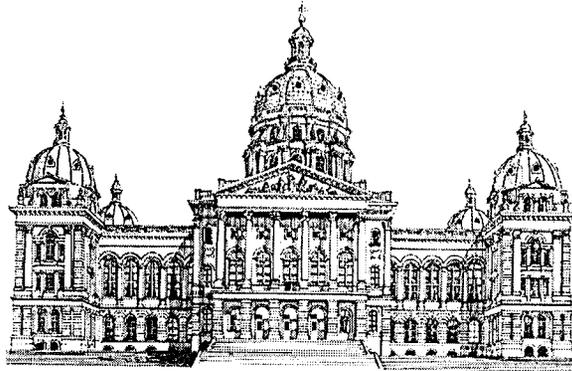
Attachment 6: *Issues in Community College Governance: A Guide for Discussion*, by Gary Davis, Illinois Community College Trustees Association.

Attachment 7: *State-Level Governance and Coordination of Community Colleges*, by Terrence A. Tollefson, East Tennessee State University.

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**FINAL REPORT**

**COMMUNITY COLLEGE GOVERNANCE  
SYSTEM STUDY COMMITTEE**



Presented to the  
**LEGISLATIVE COUNCIL**  
and the  
**IOWA GENERAL ASSEMBLY**  
January 2000

Prepared by the  
**LEGISLATIVE SERVICE BUREAU**



# FINAL REPORT

## Community College Governance System Study Committee

January 2000

### MEMBERS

Senator Jeff Angelo,  
Co-chairperson  
Senator Mike Connolly  
Senator John Kibbie  
Senator Kitty Rehberg  
Senator Maggie Tinsman

Representative Beverly Nelson-Forbes,  
Co-chairperson  
Representative Carmine Boal  
Representative Lance Horbach  
Representative Don Shultz  
Representative Greg Stevens

### AUTHORIZATION AND CHARGE

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The Legislative Council established the Community College Governance System Study Committee and authorized the Committee to meet for three days during the 1999 Legislative Interim. The Council's charge to the Committee read as follows:

This committee shall identify and study options for restructuring the community college governance system. The goal is to develop a plan for community colleges to operate more cooperatively, effectively, and efficiently as a state system while recognizing the strong local character of the community colleges. The committee shall review the following aspects of the current system: current governance system; ongoing collaborative efforts; relationships with local K-12 schools, other accredited postsecondary institutions, and the Department of Education; and changes necessary to enhance accountability. The committee may consult with the Office of the Governor, Iowa Association of Community College Trustees, Iowa Association of Community College Presidents, Division of Community Colleges and Workforce Preparation of the Department of Education, and other parties interested in community college governance.



## Community College Governance System Study Committee

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### I. Administrative Information.

The Committee met on Wednesday, October 13, 1999, elected Senator Jeff Angelo and Representative Beverly Nelson-Forbes Co-chairpersons, and adopted rules. The Committee also met on November 3 and November 10. The Legislative Council approved an extension of the December 3 deadline for completion of deliberations. Members authorized the Co-chairpersons to develop a list of recommendations, which were mailed to Committee members for their consideration. Recommendations approved by the members on December 6, 1999, are attached to this report.

### II. October 13, 1999, Meeting.

A. **Presenters.** Presenters at the first meeting of the Committee included the following:

- Dr. Katherine Boswell, Director, Center of Community College Policy, Education Commission of the States, Denver, Colorado.
- Ted Stilwill, Director, Department of Education.
- Dr. Janice Friedel, Administrator, Division of Community Colleges and Workforce Preparation, Department of Education.
- Dr. Evelyn Anderson, Chief of the Bureau of Community Colleges, Division of Community Colleges and Workforce Preparation, Department of Education.
- Dr. Larry Ebbers, Associate Dean, College of Education, and Professor of Educational Leadership and Policy Studies, Iowa State University.
- Frank Stork, Executive Director, State Board of Regents.

B. **Community College Governance Nationally.** Dr. Boswell addressed the Committee concerning national trends and observations about community colleges and their governance. She indicated that community college governance is a timely issue since nine states are currently examining the governance of their community college system. She suggested that legislators should consider offering incentives to K-16 institutions to encourage the institutions to partner in order to share the costs of providing vocational-technical programs. Her remarks encompassed the following topics: governance and coordination; state policy, culture, and tradition; statewide coordination functions; factors resulting in increased statewide coordination; fundamental rethinking of state functions; guidelines for states considering reorganization; lessons learned from exemplary community college systems; and state governance models. In conclusion, she noted the following:

- State-level coordinating or governing boards serve several functions but are of little value if the boards do not take community colleges seriously.
- State governance structures are not changed unless some perceived problem exists necessitating some modification.
- There is no single best governance structure for community colleges.

C. **State Board of Education Perspective.** Mr. Stilwill noted that Iowa has a strong, comprehensive community college system that serves a variety of functions, provides



## Community College Governance System Study Committee

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access to lowans through low cost and expedient locations, provides quality, and is very responsive to the educational needs of employers in the market. However, financial concerns are increasing. Most increases in community college revenue are the result of tuition increases. Enrollment is increasing faster than at four-year regents institutions, yet state dollars go primarily to the regents institutions. The state is also experiencing an increasing demand for workers with technical skills. An advantage of a local control community college system is that each individual college has the ability to start and develop new programs on their own that, if successful, can be used by the other colleges. Systems with increased statewide coordination may tend to blunt local initiatives by individual community colleges because of a more centralized approach to community college programs and curriculum.

**D. Accountability.** Dr. Anderson described the community college accreditation system that the Legislature directed the State Board of Education to establish in 1990. She observed that some institutions may consider using the Baldrige Award as an alternative to North Central Association of Colleges and Schools (NCA) accreditation and this might necessitate legislative action. The state accreditation process seeks to provide accountability for certain stated legislative goals of the community college, measures the college's progress, and tries to identify those areas where the state board can provide additional assistance and leadership.

**E. The Management Information System (MIS).** Dr. Friedel, Administrator of the Division of Community Colleges and Workforce Preparation at the Department of Education, provided an overview of the Department's development of an MIS for receipt of information from the 15 community colleges in the state. The MIS is an attempt to establish a standardized means of providing information about each community college to the Department regarding credit and noncredit student characteristics, financial and human resources, and program information. The hope is that the information will assist the Department in developing policy, conducting research and evaluation studies, and providing documentation and reporting on quality issues. It is also the intent of the bureau to engage community colleges for needs-driven strategic planning as part of the budget process.

**F. Collaboration and Leadership Efforts.** Dr. Ebbers discouraged the creation of a superboard overseeing all postsecondary education, placing community colleges under the purview of the Board of Regents, or any other change in Iowa's system of governing community colleges, because local control enhances the connection between the local boards, community colleges, and their communities. The current structure permits collaborative efforts amongst all community colleges and regents institutions, such as the Vision 2020 project. If the state wishes to tweak the system, it could create within the Department of Education the position of Director of Community Colleges and hire an expert in funding, curriculum, and human resources. The state could also establish a blue ribbon commission for community college planning.



**G. State Board of Regents Governance Model.** Mr. Stork described the duties and responsibilities of the State Board of Regents, emphasizing the accountability processes established by the board. The board, he stated, has shown no interest in governing the community colleges.

### **III. November 3, 1999, Meeting.**

**A. Presenters.** Presenters for the second meeting of the Committee included the following:

- Blayne Johnson, Northwest Iowa Community College Board Member and Chairperson of the Iowa Association of Community College Trustees.
- Dr. Gene Gardner, Executive Director, Iowa Association of Community College Trustees.
- Linda Upmeyer, North Iowa Area Community College Board Member and Immediate Past Chairperson of the Iowa Association of Community College Trustees.
- Wayne Newton, Chairperson, Kirkwood Community College; Past Chairperson of the Iowa Association of Community College Trustees; and Past Chairperson of the American Association of Community College Trustees.
- Dr. Robert Paxton, Chairperson, Iowa Association of Community College Presidents and President of Iowa Central Community College.
- Ted Stilwill, Director, Department of Education.
- John C. White, Community College Council and State Board of Education.
- Dr. Martin C. Jischke, President of Iowa State University and Chair of the Iowa Coordinating Council for Post-High School Education.

**B. Community College Trustees and Presidents.** Individuals representing Iowa's community college trustees and presidents and their professional organizations spoke to the Committee about the following:

- The efforts of the Iowa Association of Community College Trustees in facilitating collaborative efforts among community colleges and with local school districts.
- The history of community colleges in Iowa and an overview of the community college system.
- The ways in which the state's current community college governance system fulfills the statewide coordination functions identified by Dr. Boswell during the first meeting.
- The range of disparity in tuition.
- A funding system that prevents community colleges from raising any more from property tax now than 30 years ago, nearly nonexistent federal funding, and state funding that has not kept pace with the needs of the community colleges.



## Community College Governance System Study Committee

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- The concept of locally elected boards of trustees as the best method for maximizing accountability and providing for representation by a cross-section of the community.
- The advisability of maintaining the status quo with regard to Iowa's community college governance system.

Mr. Newton noted the difficulties of certifying community college budgets prior to the completion of the legislative appropriation process and recommended that the statutory budget deadline be pushed back to a date that follows the Legislature's appropriations process. Mr. Newton also suggested that the Legislature consider amending the Iowa Code to provide for appointment of the Director of Education by the State Board of Education, rather than by the Governor.

**C. Strengthening Linkages/Recommendations From the Department and State Board of Education.** Mr. Stilwill reviewed the history and impact of the Department's 1990 publication, "Strengthening Community College Linkages." Several recommendations were made as a result of the report and Mr. Stilwill detailed the progress of the Department and community colleges in meeting the recommendations identified in the report. He indicated that legislation may be needed to direct the Board of Education to do more strategic planning about community colleges to complement local community college planning. He noted that the balance between the liberal arts and vocational-technical programs in the state's comprehensive community college system positions the system well to answer the state's economic development needs.

Mr. White presented the state board's recommendations concerning community college governance, including a recommendation that Code responsibilities assigned to the board be modified to assign specific responsibility to the board for developing monitoring, and evaluating a statewide strategic planning process for Iowa's system of community colleges. To facilitate this strategic planning process, the board recognizes that the addition of statewide community college strategic planning responsibilities to the Department of Education and the board would necessitate a review of the Department's staffing needs to support these planning and operational functions. Community colleges would be accountable for following the strategic plan through the accreditation process.

**D. Iowa Coordinating Council for Post-High School Education.** Dr. Jischke described the work of the council, a voluntary, self-regulatory effort participated in by the regents universities, the independent colleges, and the community colleges. He discouraged any change in the council's voluntary nature. Instead, he recommended that the Legislature consider offering rewards or incentives to encourage postsecondary institutions to construct cooperative programs to meet the state's needs.

### IV. November 10, 1999, Meeting.

**A. Presenters.** Presenters for the third meeting of the Committee included the following:



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- Dr. Janice Friedel, Division of Community Colleges and Workforce Preparation.
- Paige Piper/Bach, Legislative Analyst, Legislative Fiscal Bureau.
- Mary Shipman, Senior Legislative Analyst, Legislative Fiscal Bureau.
- Dr. Ernest Pascarella, Mary Louise Petersen Professor of Higher Education, College of Education, University of Iowa.

**B. The Budgetary Process and the Management Information System (MIS).** Dr. Friedel and Doren Hulet, a fiscal consultant in the division's Bureau of Community Colleges, presented a time line that described the monthly budget activities performed by the community colleges and the Department. Dr. Friedel indicated that the management information system (MIS) is an important component in assisting the Department in developing budget requests and said it should be fully implemented by January 2000.

Ms. Shipman and Mr. Piper-Bach presented an issue review of the MIS. The MIS was originally conceived as a centralized electronic database that could be used for decision making relative to community college management, planning, and evaluation, but according to Ms. Shipman, the Legislative Fiscal Bureau has concerns about the current implementation of the system, and identified alternatives the General Assembly may consider to enhance the implementation of the MIS system.

**C. Community College Effects on Students.** Dr. Pascarella summarized the findings in his report, "Community College Effects on Students: A Review of Recent Evidence."

## V. Recommendations.

During the final meeting the members agreed to authorize the Co-chairpersons to develop a list of recommendations, which upon completion were mailed to Committee members for their consideration. By December 6 the Committee approved the following recommendations:

The Community College Governance System Study Committee recommends that the General Assembly do the following:

**A.** Direct the Community College Council to develop a statewide strategic plan for Iowa's community colleges. A working group of stakeholders shall be named to assist the council in formulating the plan. The plan shall be submitted to the State Board of Education for approval. Upon approval and adoption by rule of the statewide strategic plan, the state board shall recommend to the General Assembly a system of incentives and penalties for issuance to community colleges based upon the level of responsiveness displayed by a given community college. The plan shall be forwarded to the Joint Appropriations Subcommittee on Education for review by January 15, 2001, and shall be implemented by the Department of Education by July 1, 2001. Amendments to the plan shall be submitted to the State Board of Education for approval and adoption by rule and to the Joint Appropriations Subcommittee on Education for review prior to implementation.

**B.** Direct the Department of Education to do the following:



## Community College Governance System Study Committee

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1. Provide a comparison of the data collected by the Basic Educational Data Survey for K-12 schools to the data being collected by the management information system for community colleges to the chairpersons and ranking members of the Joint Appropriations Subcommittee on Education by January 15, 2000.
  2. Submit an update on the progress toward implementation of the management information system to the chairpersons and ranking members of the House and Senate standing education committees and the Joint Appropriations Subcommittee on Education by January 15, 2000. The information included in the update shall include, but shall not be limited to, information on how much has been appropriated and expended for purposes of the system, the amount needed to complete the system, the hardware and software involved, and a description of the information the complete system is capable of providing.
  3. Provide, from the most recent fiscal year, data collected by the management information service to the House and Senate standing education committees and the Joint Appropriations Subcommittee on Education by December 1 of each year.
  4. Set data criteria uniformly for submission by the community colleges via the management information system.
  5. Develop and implement a certified annual report to be submitted by the community colleges. The data shall be submitted in a uniform and consistent manner and by a specific date.
  6. Reconcile, with the assistance of the community colleges, audited financial statements with the financial data submitted to the Department. The data shall be broken down by fund.
- C. Consider offering incentives to K-16 institutions to encourage the institutions to partner in order to share the costs of providing vocational-technical programs.
- D. Push statutory budgetary deadlines for community colleges back to a date that follows the final decision making of the General Assembly's appropriations process.

### **VI. Materials on File With the Legislative Service Bureau.**

The following materials were distributed during the Committee's meetings and a copy of each is on file with the Legislative Service Bureau:

- A. Background memorandum submitted by the Legislative Service Bureau.
- B. "Community College Effects on Students: A Review of Recent Evidence," by Dr. Pascarella.



## Community College Governance System Study Committee

- C. Draft copy of a Legislative Fiscal Bureau issue review of the community college management information system.
- D. Handout providing a background of the Board of Regents and its institutions.
- E. Letter dated September 13, 1999, from Governor Vilsack regarding the Accelerated Career Education Program (ACE) Act, S.F. 465, 1999 Session.
- F. Memorandum to the Legislative Task Force by Dr. Paxton.
- G. Outline of presentation by Ms. Boswell.
- H. Outline of presentation, with pamphlets concerning various programs for community college leaders and a packet of information concerning Vision 2020, distributed by Dr. Ebbers.
- I. State Department of Education materials, including the following:
  - 1. "Community College Linkages Report - January 1990," submitted by Mr. Stilwill, Director, Iowa Department of Education.
  - 2. Document detailing the available FTE positions within the Division of Community Colleges and Workforce Preparation.
  - 3. "Budget Development and Submission Process of Iowa's Community Colleges," submitted by Dr. Friedel.
  - 4. "Iowa Community Colleges - Tuition and Fees, 1999-2000 Academic Year," prepared by the Department, dated August 1999.
  - 5. Handouts providing information on the statutory role of the Department in regards to community colleges, community college accreditation, and the development of the management information system.
  - 6. Iowa State Board of Education Position Statement on Community College Governance.
  - 7. Legislative Subcommittee Hearing/Community College Governance System, submitted by Mr. White, member of the Iowa State Board of Education.
  - 8. Responses to the recommendations included in the "Strengthening Iowa Coordinating Council for Post-High School Education - Bylaws. "
- J. Testimony given to the interim committee by Mr. Newton.

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## Executive Summary

*“Shaping the Future: A Five-Year Plan for Iowa’s System of Community Colleges”  
Progress Report to the Iowa State Board of Education  
August 2002*

During the first year of implementation of “Shaping the Future: A Five-Year Plan for Iowa’s System of Community Colleges,” the community colleges individually and collectively (through their leadership, cooperative agreements, and the Iowa Association of Community College Presidents [IACCP]), the Iowa Association of Community College Trustees (IACCT), and the Department of Education undertook a variety of activities to accomplish its goals and initiatives.

This executive summary provides a listing of some of the collective activities designed specifically to address “Shaping the Future: A Five-Year Plan for Iowa’s System of Community Colleges.” It is not meant to provide a comprehensive or complete list of these activities, but should give the reader a sense of the collective commitment to the agreed-upon statewide agenda.

- ◆ The development of a joint legislative program regarding community college issues for 2002 by the IACCT and IACCP, together with the Iowa State Education Association (ISEA) Higher Education Standing Committee. The four priorities for 2002 were:
  1. Provide the community colleges of Iowa authority to raise additional operating funds in their local districts.
  2. Appropriate \$166,377,403 for state general aid.
  3. Continue funding for the purchase of technology programs and institutional support at the \$3M level.
  4. Restore cuts to Iowa Workforce Development programs, i.e., ACE (Accelerated Career Education), student grants, ACE infrastructure, ACE operations, and the 260F programs.
  
- ◆ The Department of Education’s appointment of a Community College Performance Indicators Task Force; the committee met on a regular basis and developed a draft set of indicators to be presented to the State Board of Education for input in August 2002. This committee is co-chaired by Dr. Janice Friedel, administrator of the Division of Community Colleges and Workforce Preparation, Iowa Department of Education; and Dr. Robert Dunker, president of Western Iowa Tech Community College, Sioux City.
  
- ◆ The publication of the first of its kind of “Condition of Iowa Community College Report—January 2002,” by the Iowa Department of Education.

- ◆ The Department of Education co-sponsorship of the Regents Committee on Educational Relations (RCER) Articulation Conference in May 2002. The purpose of this activity is to engage high school counselors, members of faculties, registrars, and admission officers from community colleges and the regents institutions, regarding the transferability of community college credit, college entrance requirements, and prerequisites. Articulation requires commitment from leadership and the engagement of faculty.
- ◆ Reorganization of the Department of Education's Division of Community Colleges and Workforce Preparation to focus principally on community colleges (with the integration of career and technical education into the K-12 comprehensive school improvement process), and a 2003 emphasis on the enhancement of the academic core, articulation, and a seamless educational system.
- ◆ Completion of the community college licensure study, chaired by the Department of Education, with membership as defined by Senate File 480. The work of the committee involved wide participation of community college personnel. The major recommendations of the task force are:
  1. Elimination of the licensure of community college faculty by the Board of Educational Examiners.
  2. The requirement of a quality faculty development plan.
  3. Minimum quality teacher standards.

In FY02, legislation was passed utilizing the task force recommendations. During FY03, the Department of Education will develop administrative rules consistent with the legislation, and will provide guidance and leadership regarding two major components of the bill:

- A. Quality Faculty Development Plans
- B. Minimum Quality Teacher Standards

- ◆ The identification of four priority areas addressed by the community college presidents related to the strategic plan. Their statewide initiatives included:
  1. Accountability Messages—This included four publications describing community colleges system-wide activities in the areas of:
    - a. Agriculture
    - b. Entrepreneurship
    - c. Community Colleges and the New Economy
    - d. Graphic Arts and Technology Center of Iowa

These topics are related to the state's economic development priorities in the targeted industries: Advanced Manufacturing; Biotechnology and Life Sciences; and Information Solutions. The titles of these four documents are:

- a. Champions of Iowa: The Community Colleges of Iowa – Iowa Ag Alliance
  - b. Community Colleges of Iowa: Entrepreneurial Development
  - c. Iowa Community Colleges' Impact on New Economy
  - d. Community Colleges of Iowa Graphic Arts Technology Center of Iowa
2. A Proposal to Increase the Marketing and Promotion of the System of Community Colleges—The presidents and IACCT sponsored the development of a variety of materials to promote the system of community colleges. These included place-mats of Iowa marking the locations of the community colleges, appointment booklets, and three articles written describing the system of community colleges.
  3. Agriculture—The community colleges formed the Iowa Ag Alliance, which complements Iowa State University's (ISU) efforts by providing high quality, low-cost educational programs to students (many of whom continue at ISU) across the state. One of the purposes of the Iowa Ag Alliance is to avoid duplication of offerings; an example is the compact between Northeast Iowa Community College (NICC) and Northwest Iowa Community College (NCC), in that a student at NCC can gain access to the NICC Dairy Center offerings without leaving NCC. This is important due to the growing dairy industry in that part of the state.
  4. Workforce Development and Contracted Training—This statewide initiative of the community colleges was designed to ensure that business and industries have a convenient, hassle-free, and responsive method of obtaining consistent curriculum, pricing, and course delivery throughout Iowa. The Governor recognized this project on January 30, 2002, when he issued a Governor's proclamation that was presented at a press conference. At that time, the partnership was known as the Community College Corporate Training Institute, subsequently, the name was changed

to One-Source Training to better represent the varied audiences to which this partnership will deliver training. Access and information about this initiative can be obtained at [www.onesourcetrainingiowa.com](http://www.onesourcetrainingiowa.com). This is a centralized clearinghouse of Iowa's community colleges to be used for the delivery of statewide corporate training projects.

- ◆ Partnerships and collaboration with business and industry is a priority of the strategic plan. In recognition of this critical relationship, for the first time, all community colleges are members of the Association of Business and Industry (ABI); the colleges are making a concerted effort to regularly present at ABI-sponsored workshops regarding the role of community colleges in workforce and economic development.
- ◆ Completion of a community college student retention study jointly by a community college president and the Department of Education.
- ◆ The community college presidents have initiated ongoing communication with the Iowa Hospital Association (IHA). The IHA executive director has presented to the presidents in preparation to the development of a community college response to the nursing shortage.
- ◆ In August 2001, the IACCT-sponsored state trustee annual conference was a trusteeship academy; over 100 trustees completed a two and a half day seminar and discussion program to develop their statewide trustee skills. Each participating trustee received a certification designating him/her as a board-certified trustee. This is a demonstration that community college trustees are receiving common training and education regarding their duties and responsibilities. This training was videotaped and will be made available to those who were unable to attend and new community college trustees.
- ◆ Continued refinement of the community college MIS (Management Information System) by the Department of Education and the 15 community colleges. As implementation continues, data elements and definitions are revised based on input and review by the colleges and the Department of Education and changing federal and state reporting requirements. The Community College Uniform Financial Accounting Manual has been updated by the Department of Education with input from the community college business officers.

- ◆ A significant initiative, which should greatly enhance articulation and the transfer of credit amongst community colleges across the state and with four-year colleges and universities, is the development of a community college common course numbering system. The community college presidents have agreed to support this initiative and a task force comprised of representatives of the community colleges and the Department of Education has been formed.
- ◆ The community colleges, the University of Iowa, and John Pappajohn Entrepreneurial College have formed the Iowa Entrepreneurial Consortium for the purpose of offering entrepreneurialship education across the state. FastTrack Training is offered in each community college district; this program teaches aspiring and current entrepreneurs the skills necessary to start and grow a new business; it may be offered on a credit and/or a non-credit basis.
- ◆ The Iowa Community College On-line Consortium (ICCOC) consists of seven community colleges offering on-line courses making available the associate degree entirely over the Internet. Southeastern Community College (SCC) serves as the administrative site. On July 15, 2002, the North Central Association (NCA), following an accreditation visit to Iowa, granted approval for consortium members to provide all coursework for an associate degree on-line. The web site of ICCOC, [www.iowaonline.org](http://www.iowaonline.org), provides information on courses, direct access to one-source curriculum information, and links to each member college. Soon, [www.iowaonline.org](http://www.iowaonline.org) will integrate course equivalencies between the ICCOC and the Iowa regents universities.
- ◆ During FY02, the State Board of Education approved the following new community college career and technical programs, listed by cluster:
  1. Engineering and Industrial Technologies (10)
  2. Agriscience and Natural Resources (1)
  3. Family, Consumer, and Human Services (1)
  4. Health Services (3)
  5. Business, Information Systems, and Marketing (7)

The Department of Education program consultants assisted the community colleges in the development of these programs.

- ◆ Training on the use of national and state standards models was promoted and provided by the Department of Education's Division of Community Colleges and Workforce Preparation's consultants. These include:

1. NATEF (National Automotive Technician Education Foundation)
2. Manufacturing Skill Standards
3. CISCO Networking
4. MOUS (Microsoft Office Users Specialists)
5. Wheels of Training—NCCER (National Center for Construction Education and Research)
6. AWS (American Welding Society)
7. Universal Skill Trades Program—A universal skill trades program is being developed with the main focus of providing apprenticeship programs with access to an Associate in Applied Science degree and beyond. This has been implemented at Indian Hills Community College. Four others (Kirkwood Community College, Hawkeye Community College, Eastern Iowa Community College, and North Iowa Area Community College) are planning to implement the program next year.

- ◆ Community colleges have expanded and enhanced their articulation and transfer strategies with four-year colleges and universities. In addition to the renewal of ongoing articulation agreements, the community colleges have established:
  1. Guaranteed transfer admission contracts.
  2. Joint admissions between the community colleges and four-year colleges.
  3. Compacts between community colleges.
  4. Bachelors degree completion programs.
- ◆ Each year, the community college IASA (Iowa Arts and Science Administrators) conducts a discipline-specific articulation conference. The most recent discipline was history, earlier years included agriculture, computer science, sociology, and art.
- ◆ Several community colleges have encouraged their local manufacturers to form a manufacturers consortium so that common training and retraining needs can be provided in a more cost-effective and efficient manner to a group of manufacturers.
- ◆ Community colleges continue to seek cooperative agreements amongst their institutions and, when appropriate, other higher education institutions, such as the partnership between Kirkwood Community College, Northeast Iowa Community College, Southeastern Community College, Indian Hills Community College, and Allen College in Waterloo. This partnership is designed to offer the surgical tech program via a variety of teaching modalities, including the ICN, beginning in the fall 2002.

- ◆ Approximately 17 percent of all high school credentials granted in Iowa in FY02 were GED (General Educational Development) diplomas and adult high school diplomas awarded through the community colleges.
- ◆ In FY 02, Iowa's passage rate on the GED exam was the highest in the nation at approximately 95 percent.
- ◆ A one-stop web site for Iowa's community colleges is available through [www.iacct.org](http://www.iacct.org).
- ◆ The Department of Education served as the fiscal unit and provided coordination for the United States Department of Education-funded Technology Challenge Grant for which the community colleges provided professional development to K-12 teachers (in cooperation with the area education agencies) in the use of technology to enhance critical thinking in reading, math, and science.

Another example of the community colleges providing professional development for K-12 teachers is a NSF (National Science Foundation)-funded initiative at Indian Hills Community College. IHCC is currently developing virtual reality fermentation software to teach secondary school students and science faculty about the bio-processing industry and the fermentation process. Virtual reality equipment to demonstrate the process has been acquired and is portable for easy transport to the high schools.

- ◆ The IACCP and IACCT annually recognize high-academically achieving community college students through the Phi Theta Kappa awards ceremony. The Department of Education has initiated a statewide recognition ceremony for high-achieving vocational students in an annual recognition ceremony with the State Board of Education.
- ◆ The Department of Education, in collaboration with the Comprehensive Adult Student Assessment System (CASAS) and Iowa's community colleges, initiated a three-year English Literacy PILOT project in program year 2001. The project is concluding the second year. The overall goal of the project is to research and identify promising instructional strategies and curriculum offerings designed to meet the learning needs of Iowa's adult immigrant target population. To date, the project objectives are being achieved. Four (4) community colleges served as the initial pilot site. During project year three, an additional four sites will be added to the project. The project will begin implementation on a statewide basis (increasing from eight to 15 community colleges) in September 2003.
- ◆ The Department of Education has successfully implemented the English Literacy/Civics Education program through the existing community college-

based ABE delivery system. The purpose of this initiative is not to simply expand English literacy services, but to provide an integrated program of services that incorporates English literacy and civics education. To effectively participate in education, work, and civic responsibility of this country, immigrants and limited English proficient persons must not only master English, but be able to understand and navigate governmental, educational, and workplace systems and key institutions such as banking and health care. The Department of Education, had applied for and received English Literacy/Civics Education program funds from the United States Department of Education, and these funds are distributed to the community colleges for these specific purposes.

- ◆ The development of four concept papers by a team of community college presidents led by Dr. Paul Tambrino, retired president of Iowa Valley Community College District, regarding Goals 1 through 4 of the strategic plan.

The community college strategic plan initiatives demonstrate that Iowa's community colleges are responding as a system to statewide needs.

SHAPING THE FUTURE: A FIVE-YEAR PLAN FOR IOWA'S SYSTEM OF COMMUNITY COLLEGES  
 Coordination of Statewide Responses – August 2002

Goal	Initiative
<p>#1--Iowa's system of community colleges will provide high quality, comprehensive educational programs and services accessible to all Iowans.</p>	<ul style="list-style-type: none"> <li>A. Establish programs and services to meet constituent needs through ongoing assessment and evaluation.</li> <li>B. Improve articulation of career/technical and arts/science programs across Iowa's education system (K-12, community colleges, independent colleges, and state universities) and develop an approach to resolving articulation problems, such as mediation or arbitration, in order to move toward a seamless education system.*</li> <li>C. Provide incentives to develop partnerships between local community colleges, other educational entities, and K-12 districts.</li> <li>D. Partner, as requested, with K-12 districts that provide alternative high school education as a means of providing greater opportunities for students.</li> <li>E. Expand programs to meet the needs of Iowans for developmental, job training and retraining, and mandatory adult and community education in order to prepare them for success in education, the workplace, and the community.</li> <li>F. Expand the involvement of business and industry as partners with the community college system to strengthen career and technology-based education programs.</li> <li>G. Explore options for establishing an electronic system to serve as a one-stop web-site connecting Iowans to lifelong learning opportunities at Iowa's community colleges and for providing individual transportable portfolios.</li> <li>H. Implement strategies to best respond to the needs of adult learning to speak and read English, with special attention to immediate language skills for the workplace.</li> <li>I. Strengthen the relationship between Iowa's system of community colleges and four-year institutions to address the projected shortage of teachers and administrators, and the need for professional development on learning, teaching, and leadership.*</li> </ul>
<p>#2--Iowa's system of community colleges will develop high-skilled workers to meet the demands of Iowa's changing economy.</p>	<ul style="list-style-type: none"> <li>A. Seek funding for development, necessary equipment, and implementation of industry standard career and technology-based programs that are articulated with secondary schools and with four-year institutions.</li> <li>B. Increase the delivery of entrepreneurship programs and services that prepare Iowans to establish and grow their own businesses.</li> <li>C. Strengthen linkages between the Iowa Workforce Development, the Iowa Departments of Economic Development and Education, and Iowa's system of community colleges to better coordinate preparation of Iowa's 21<sup>st</sup> century workforce and to grow Iowa's economy.*</li> <li>D. Strengthen the relationships between Iowa's system of community colleges and the systems serving individuals with disabilities, the incarcerated, welfare participants, single parents and displaced homemakers, older and immigrant workers, and high school dropouts in order to prepare them to be more productive workers.*</li> <li>E. Prioritize addition or expansion of programs and courses to those directly related to high-skill, high-wage careers in advanced manufacturing, information solutions, and life sciences and demand occupations documented by regional skill standards.</li> <li>F. Establish a single point-of-contact process to serve business and industries needing specific training programs delivered at multiple community colleges.</li> <li>G. Develop a recruitment program to encourage students, both in and out of Iowa, to enroll in targeted industry cluster programs.</li> </ul>
<p>#3--Iowa's system of community colleges will maximize financial and human resources to assure provision of comprehensive community college services to Iowans and to allow Iowa to compete on a national and international level.</p>	<ul style="list-style-type: none"> <li>A. Establish a mechanism to identify the two- to five-year projected increase in costs of Iowa's system of community colleges.*</li> <li>B. Reexamine tuition costs and available financial aid to assure continued access for students of all income levels.*</li> <li>C. Reexamine the current funding mechanism that supports community colleges through state and local revenue and student tuition.*</li> <li>D. Develop a compensation package for community college faculty and professional staff salaries to be commensurate with the national average within five years.*</li> <li>E. Seek support from business and industry for program development and student assistance.</li> </ul>
<p>#4--Iowa's system of community colleges will demonstrate effectiveness and efficiency for achieving the system mission and goals.</p>	<ul style="list-style-type: none"> <li>A. Develop a set of agreed-upon performance indicators common to all community colleges.*</li> <li>B. Collect, verify, and publish community college data through the use of the MIS system.*</li> <li>C. Collect one- and five-year implementation plans and annual accomplishments related to the Statewide Strategic Plan from each community college and issue a statewide annual report.*</li> <li>D. Establish a recognition program for exemplary activities that address the goals and initiatives of this plan.*</li> </ul>

\* Progress report on this initiative was published in "Shaping the Future: A Five-Year Plan for Iowa's System of Community Colleges: Coordination of Statewide Responses to the Department of Education" – January 17, 2002.

## DRAFT

**Performance Indicators**

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1. Total year-end enrollment in credit career and technical programs.
2. Total year-end enrollment in credit arts and science programs.
3. Total year-end unduplicated enrollment in non-credit courses.
4. The proportion of total state's population ages 18-64 enrolled in a community college course during the fiscal year.
5. Job placement rate of total career and technical program completers.
6. Percent of arts and science students from a specific cohort who transfer.
7. Economic Development 260E, F, G (Iowa Department of Economic Development)
  - ◆ Number of jobs created.
  - ◆ Dollars generated through these programs.
  - ◆ Total number trained by community colleges through economic development initiatives.
8. Total Basic Skills Certificates Awarded
  - ◆ Reading
  - ◆ Writing
  - ◆ Math
9. Percent of total number of high school awards which are granted by or offered in conjunction with a community college.
10. Future Indicators
  - ◆ Developmental education.
  - ◆ Percent of community college students attaining goal.

**Iowa Community Colleges  
Sources of Revenue  
FY 1991 - FY 2001**

FY	Tuition & Fees		Local Property Tax		State Aid**		Federal Funds		Other Income		Total Revenue
1991	\$64,611,612	33.03%	\$14,628,725	7.48%	\$99,007,776	50.61%	\$10,013,803	5.12%	\$7,374,254	3.77%	\$195,636,170
1992	\$71,468,172	34.33%	\$15,363,740	7.38%	\$103,957,683	49.93%	\$10,128,910	4.87%	\$7,267,997	3.49%	\$208,186,502
1993	\$80,328,838	36.74%	\$14,809,399	6.77%	\$105,999,720	48.49%	\$9,619,520	4.40%	\$7,856,403	3.59%	\$218,613,880
1994	\$84,320,603	36.83%	\$14,983,318	6.54%	\$111,520,721	48.71%	\$9,052,982	3.95%	\$9,090,428	3.97%	\$228,968,052
1995	\$88,787,614	36.92%	\$15,411,635	6.41%	\$115,470,717	48.02%	\$9,724,727	4.04%	\$11,074,989	4.61%	\$240,469,682
1996	\$94,510,410	37.47%	\$16,295,106	6.46%	\$120,871,270	47.92%	\$9,390,517	3.72%	\$11,161,382	4.43%	\$252,228,685
1997	\$101,810,818	38.36%	\$16,021,489	6.04%	\$126,006,271	47.48%	\$8,695,009	3.28%	\$12,851,532	4.84%	\$265,385,119
1998	\$110,149,417	39.12%	\$16,613,665	5.90%	\$130,582,051	46.38%	\$8,988,029	3.19%	\$15,244,492	5.41%	\$281,577,654
1999	\$115,529,785	38.97%	\$17,468,287	5.89%	\$135,366,156	45.66%	\$9,504,535	3.21%	\$18,594,675	6.27%	\$296,463,438
2000	\$120,842,833	38.74%	\$18,185,022	5.83%	\$141,577,403	45.39%	\$10,599,091	3.40%	\$20,713,200	6.64%	\$311,917,549
2001*	\$126,492,784	39.00%	\$18,974,313	5.85%	\$147,577,403	45.50%	\$11,019,523	3.40%	\$20,255,115	6.25%	\$324,319,138

\* Unaudited

\*\* Includes only general state aid; ACE Program funds and other state aid is included in Other Income.

Source: Iowa Department of Education, Bureau of Community Colleges

**National Survey of Community College Funding  
Breakdown of General Operating Funds for 1998-99**

State	Federal*		State		Local		Tuition & Fees		Other**	
	Percent	Rank	Percent	Rank	Percent	Rank	Percent	Rank	Percent	Rank
AK	0.60%	30	44.40%	32	16.90%	20	15.20%	45	22.90%	4
AL	22.04%	1	47.24%	25	9.71%	28	21.01%	26		
AR			71.00%	2	3.00%	30	22.00%	24	4.00%	28
AZ	1.00%	29	21.00%	47	57.00%	1	20.00%	30	1.00%	38
CA	3.80%	21	50.90%	23	44.50%	3	0.80%	49		
CO	16.00%	6	42.00%	34	1.00%	31	24.00%	17	17.00%	8
CT			71.00%	2			19.00%	34	10.00%	14
DE	5.00%	17	57.00%	17	11.00%	26	17.00%	39	10.00%	14
FL	0.25%	34	68.51%	4	0.02%	34	23.06%	22	8.00%	18
GA	10.00%	11	63.00%	7	14.00%	22	13.00%	47		
HI	2.70%	25	61.80%	12			16.80%	41	18.70%	6
IA	3.21%	22	45.66%	29	5.89%	29	38.97%	4	6.27%	22
ID			46.20%	27	30.10%	9	17.80%	37	5.90%	24
IL	0.08%	36	25.77%	44	43.24%	4	26.93%	15	3.97%	30
IN			62.30%	11			37.70%	5	0.00%	41
KS	2.00%	26	24.00%	45	40.00%	5	16.00%	43	18.00%	7
KY	15.61%	7	54.15%	19	0.01%	35	17.60%	38	12.63%	11
LA	17.00%	5	55.00%	18			21.00%	27	7.00%	19
MA	18.00%	4	42.00%	34			24.00%	17	16.00%	9
MD			26.90%	42	33.40%	7	35.70%	7	3.94%	31
ME	4.00%	19	46.00%	28			22.00%	24	28.00%	1
MI	0.30%	32	26.50%	43	25.00%	13	23.20%	21	25.00%	2
MN			62.40%	10			36.50%	6	1.10%	37
MO	2.00%	26	41.00%	36	26.00%	11	24.00%	17	7.00%	19
MS	5.09%	16	52.25%	20	12.48%	24	18.43%	36	11.75%	13
MT			43.00%	33	23.00%	14	20.00%	30	14.00%	10
NC	3.20%	23	75.20%	1	12.90%	23	8.20%	48	0.50%	39
ND			49.00%	24	23.00%	14	28.00%	14		
NE			35.00%	40	37.00%	6	21.00%	27	7.00%	19
NH	13.00%	9	47.00%	26			40.00%	3		
NJ			24.00%	45	30.00%	10	42.00%	2	4.00%	28
NM	1.80%	28	59.60%	14	25.30%	12	13.20%	46	0.10%	40

State	Federal*		State		Local		Tuition & Fees		Other**	
	Percent	Rank	Percent	Rank	Percent	Rank	Percent	Rank	Percent	Rank
NV	7.78%	13	63.30%	6	0.28%	33	23.05%	23	5.59%	25
NY	5.70%	15	29.00%	41	31.30%	8	34.00%	9		
OH	2.71%	24	45.29%	30	16.73%	21	32.21%	11	3.05%	33
OK	0.20%	35	59.70%	13	11.90%	25	19.80%	33	8.40%	17
OR	11.50%	10	39.90%	37	19.90%	16	16.20%	42	12.50%	12
PA	6.20%	14	35.70%	39	18.30%	17	35.70%	7	4.10%	27
RI			63.00%	7			34.00%	9	3.00%	34
SC	19.00%	3	45.00%	31	10.00%	27	24.00%	17	3.00%	34
TN	0.60%	30	66.50%	5			29.90%	13	3.00%	34
TX	14.40%	8	37.90%	38	17.90%	19	19.90%	32	9.80%	16
UT	0.00%	37	52.00%	21			25.00%	16	23.00%	3
VA	7.80%	12	57.70%	16	0.40%	32	30.70%	12	3.40%	32
VT	0.30%	32	14.00%	49			81.30%	1	4.40%	26
WA	5.00%	17	59.00%	15			17.00%	39	19.00%	5
WI	4.00%	19	21.00%	47	53.00%	2	16.00%	43		
WV	22.00%	2	51.00%	22			21.00%	27	6.00%	23
WY			63.00%	7	18.00%	18	19.00%	34		

\* Includes all Perkins Funds.

\*\* Includes federal financial aid and restricted funds other than Perkins.

Source: Education Commission of the States, "State Funding for Community Colleges: A 50-State Survey"

# Education Funding for Iowa Students Final FY 2001

Attachment G

	Note	Iowa Pupils	Property Tax	Property Tax Per Pupil	State Funding	State Funding Per Pupil	Total Funding Per Pupil
<b>K-12</b>							
Public Schools	1	494,392	\$875,387,516	\$1,771	\$1,751,721,662	\$3,543	\$5,314
School for the Deaf	2	146			\$8,178,008	\$56,014	\$56,014
Iowa Braille and Sight Saving School	2	36			\$4,568,379	\$126,899	\$126,899
<b>Higher Education</b>							
Community Colleges	3	61,722	\$17,828,141	\$289	\$147,577,403	\$2,391	\$2,680
State Universities	4	50,766			\$578,897,260	\$11,403	\$11,403
Private Colleges	5	14,588			\$48,830,075	\$3,347	\$3,347

*Numbers may not total due to rounding.*

**Notes:**

- 1 Includes only property tax generated by the school aid formula and included in combined district cost.
- 2 Enrollment includes all full-time campus students (Iowa residents and nonresidents).
- 3 Property tax for community colleges includes only the estimated proceeds from the 20.25 cent operating levy.
- 4 Includes Board operation, tuition replacement, and general university line-items. (Does not include research, hospitals, or other line-items)
- 5 Pupils include recipients of tuition grants as reported by the College Student Aid Commission.

Enrollment numbers at State universities and community colleges are total Iowa degree credit students (headcount) from a report prepared by Jerald Dallam (University of Iowa) for the Iowa Coordinating Council on Post-High School Education.

## Education Funding for Iowa Students Estimated FY 2002

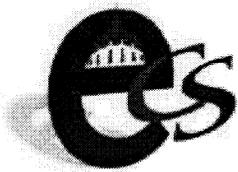
	Note	Iowa Pupils	Property Tax	Property Tax Per Pupil	State Funding	State Funding Per Pupil	Total Funding Per Pupil
<b>K-12</b>							
Public Schools	1	489,773	\$957,093,775	\$1,954	\$1,725,090,503	\$3,522	\$5,476
School for the Deaf	2	127			\$7,891,351	\$62,137	\$62,137
Iowa Braille and Sight Saving School	2	38			\$4,422,904	\$116,392	\$116,392
<b>Higher Education</b>							
Community Colleges	3	64,404	\$18,644,240	\$289	\$137,585,680	\$2,136	\$2,426
State Universities	4	51,517			\$535,373,848	\$10,392	\$10,392
Private Colleges	5	15,176			\$47,155,382	\$3,107	\$3,107

*Numbers may not total due to rounding.*

**Notes:**

- 1 Includes only property tax generated by the school aid formula and included in combined district cost. State funding includes General Fund and Economic Emergency Fund monies.
- 2 Enrollment includes all full-time campus students (Iowa residents and nonresidents).
- 3 Property tax for community colleges includes only the estimated proceeds from the 20.25 cent operating levy.
- 4 Includes Board operation, tuition replacement, and general university line-items. (Does not include research, hospitals, or other line-items)
- 5 Pupils include recipients of tuition grants as reported by the College Student Aid Commission.

Enrollment numbers at State universities and community colleges are total Iowa degree credit students (headcount) from a report prepared by the Registrar at the University of Iowa for the Iowa Coordinating Council on Post-High School Education.



# StateNotes

## Governance

Education Commission  
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### Models of Postsecondary Education Coordination and Governance in the States

Aims C. McGuinness  
March 2002

#### Introduction

The models in this paper are intended to illustrate the diversity of postsecondary education governance structures in the states; they are not intended to be precise organization charts. The three major types of states are: Governing Board States, Coordinating Board States and Planning/Regulatory/Service Agency States.

#### Symbols Used in Models



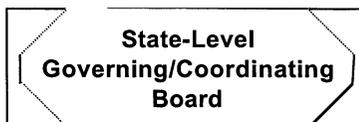
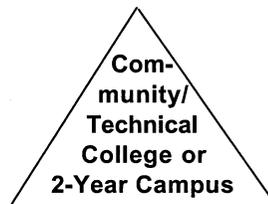
**These are boards with governing or line responsibility for institutions.** The governing relationship to institutions is shown with a solid line: \_\_\_\_\_



**These are boards with coordinating responsibility for institutions.** The actual authority for these boards varies significantly from state to state. The coordinating relationship to institutions is shown with a dotted line: .....



**These are boards with either limited or no formal governing nor coordinating authority,** and which carry out regulatory and service functions (e.g., student aid). Because there is limited or no governing or coordinating relationship to institutions, there is usually no line.



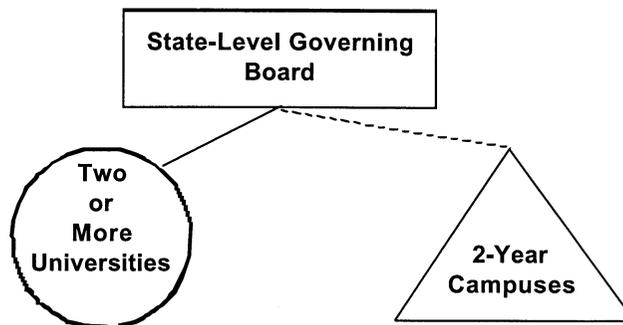
**These are boards with governing and coordinating authority for state-operated universities and locally governed community colleges.** The governing and coordinating relationship to universities and community colleges is shown with a solid or dotted

# 1. Governing Board States

State-level governing boards are distinguished according to whether they are responsible for consolidated systems or multicampus systems. Consolidated systems are composed of several previously independently governed institutions that were later consolidated to make a system. Multicampus systems were developed primarily through extensions of various branches or campuses.

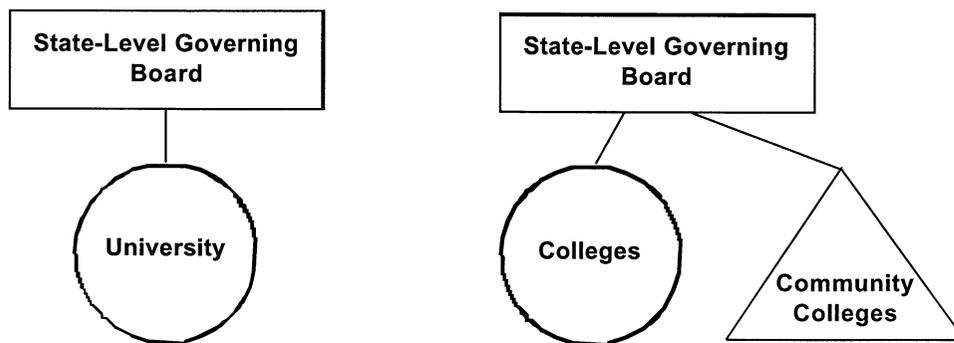
## ***Combined Consolidated Governing Board for Universities and Coordinating Board for Community Colleges***

All public institutions are under a single statewide board. The board has governing responsibility for universities, but only coordinating responsibility for locally governed community colleges. There is no other state higher education planning or regulatory agency between the board and the governor and the legislature. This model is unique to Kansas.



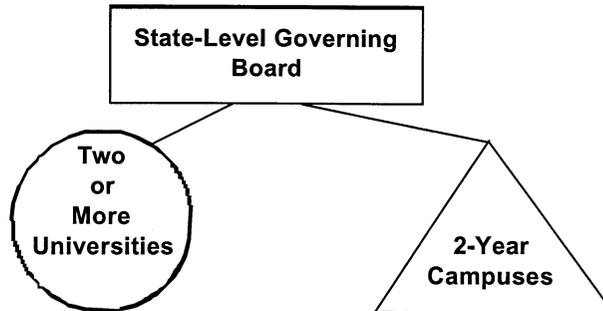
## ***Governing Board for State University, and Governing Board for State Colleges and Community Colleges***

There are two separate state-level boards that are responsible for all public institutions, one for universities and one for state colleges and community colleges. There is no state-level planning or regulatory agency between the boards and the governor and the legislature. This model is unique to Vermont.



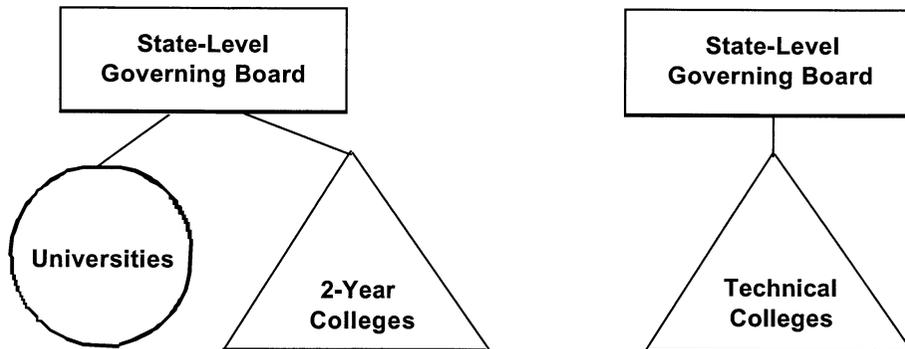
### ***Consolidated Governing Board for All Public Institutions***

A single statewide consolidated governing board governs all public institutions. Two-year campuses may include two-year primarily transfer campuses and/or community or technical colleges. This structure is found in Alaska, the District of Columbia, Hawaii, Idaho, Montana, Nevada, North Dakota, Puerto Rico, Rhode Island, South Dakota and Utah. The Idaho State Board of Education is responsible for all levels of education.



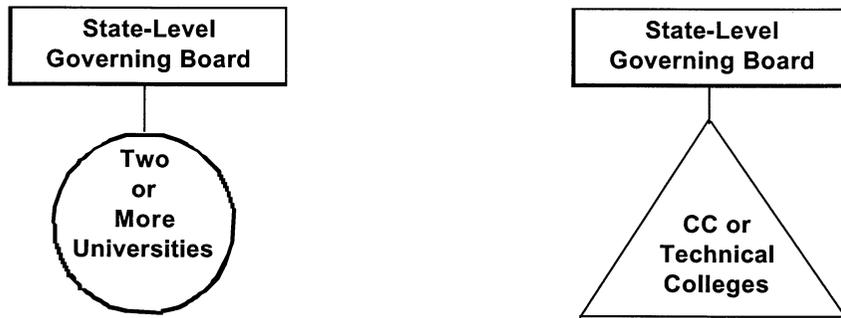
### ***Consolidated Governing Board for Universities and Two-Year Colleges, and Separate State Board for Technical Colleges***

Two separate boards govern public institutions, one for the research university and other university campuses, as well as two-year primarily transfer colleges and one for technical colleges. This structure is found in Georgia and Wisconsin.



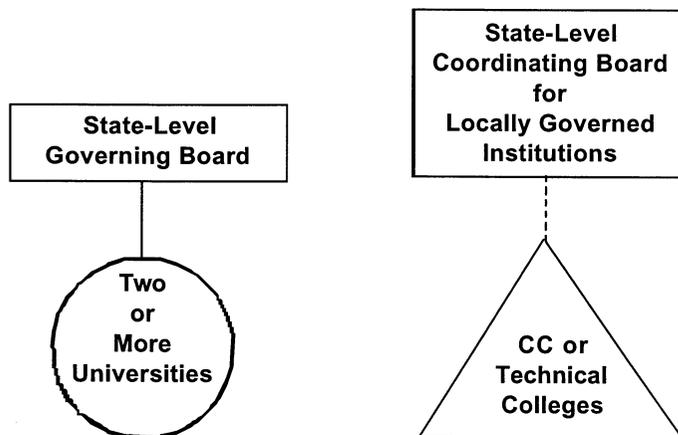
**Consolidated Governing Board for Universities, Separate Governing Board for Community or Technical Colleges, and No State Coordinating or Planning/Regulatory Agency**

Two separate state-level boards are responsible for all public institutions, one for universities and one for community or technical colleges. There is no state-level postsecondary education planning or regulatory agency between the boards and the governor and the legislature. Boards for community or technical colleges are state-level governing boards. This structure is found in Maine, New Hampshire and North Carolina. In Maine, the Maine Maritime Academy has an independent governing board. In New Hampshire, a planning/regulatory agency has limited authority.



**Consolidated Governing Board for Universities, Separate Coordinating Board for Community or Technical Colleges, and No Coordinating Board or Planning/Regulatory Board**

Two separate state-level boards are responsible for all public institutions, one for universities and one for community colleges. There is no state-level postsecondary education planning or regulatory agency between the state boards and the governor and the legislature. This structure is found in Arizona, Iowa, Mississippi, Oregon, South Dakota and Wyoming. South Dakota technical institutes are governed by local school districts and regulated by the state board of education. There is only one university in Wyoming.

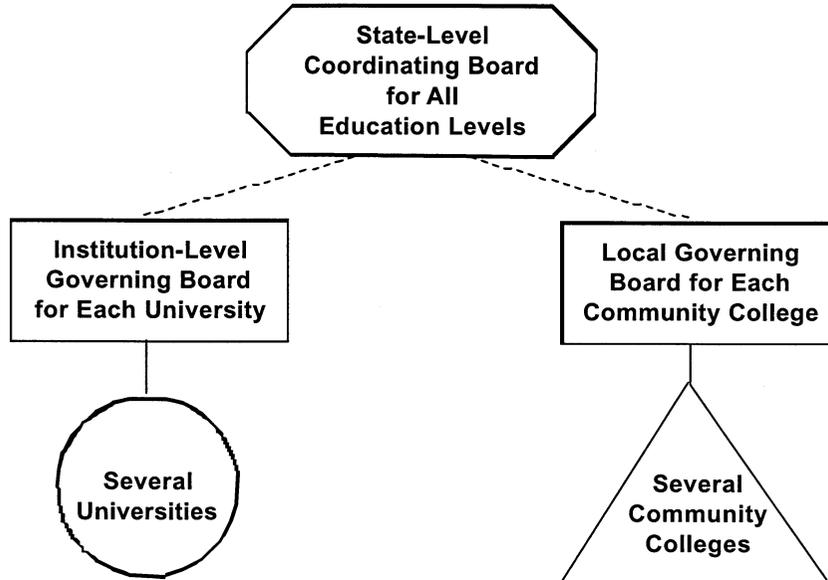


## 2. Coordinating Board States

Coordinating boards vary significantly in formal authority and informal power and influence.

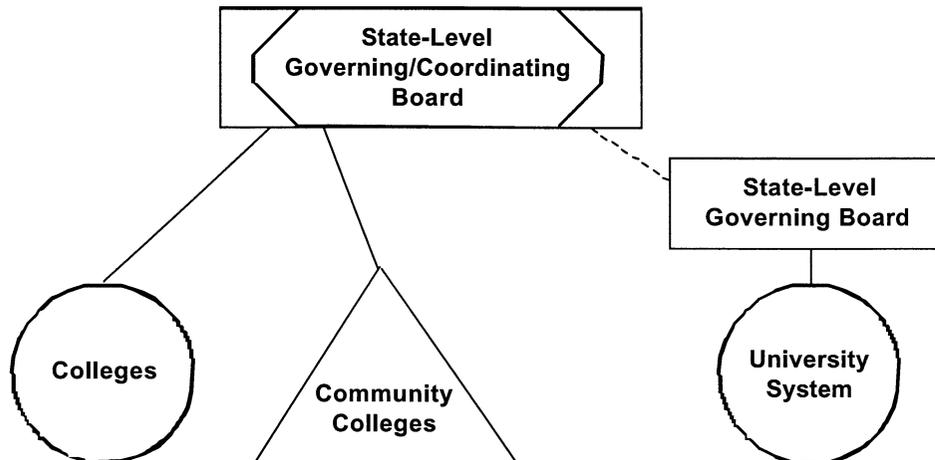
### ***State-Level Coordinating Board for All Education Levels, Separate Governing Boards for Each Public University, and Local Boards for Community Colleges***

Each public university has a governing board, and each community college has a local governing board. There is a state-level coordinating board for all levels of education. This structure is unique to Florida.



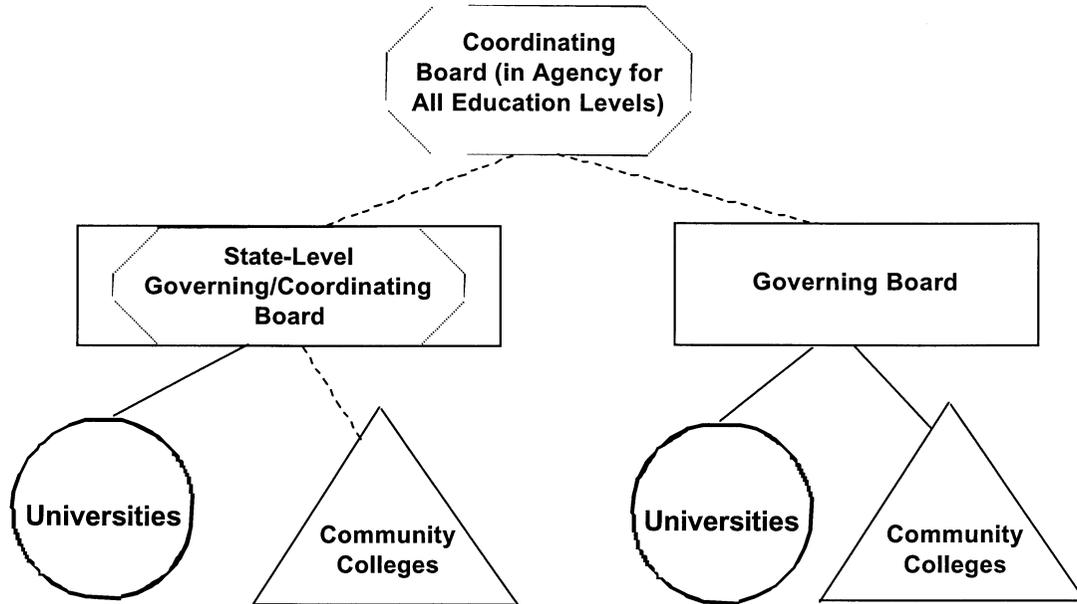
### ***Combined Coordinating Board for All Public Higher Education, and Governing Board for State Colleges and Community Colleges***

Two separate boards govern public institutions – one governs the research university and other university campuses and one governs the state colleges and community colleges. The second board also has responsibility for planning and coordinating all public postsecondary education. This structure is unique to Massachusetts.



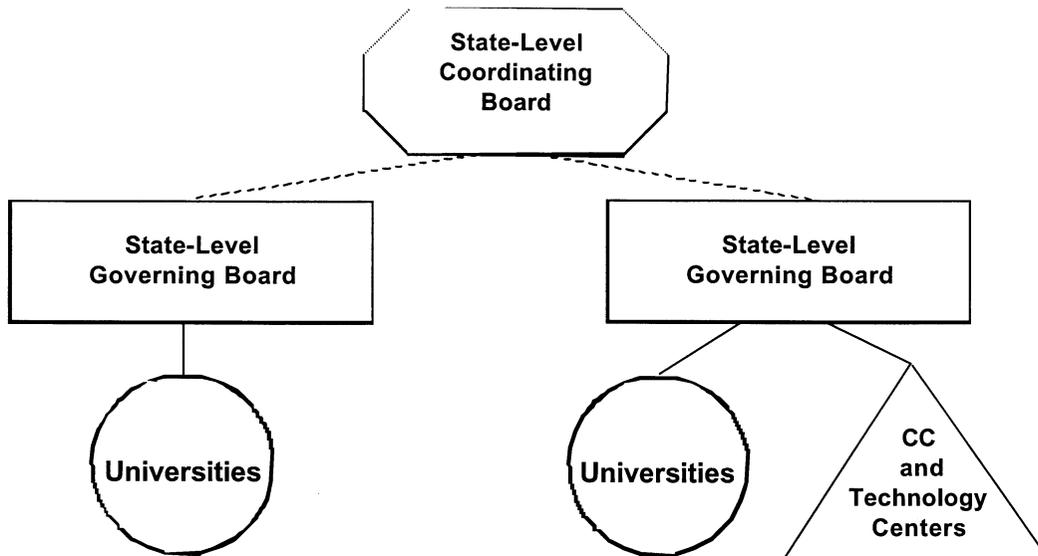
**Coordinating Board in Agency for All Education Levels, State-Level Governing/Coordinating Board for Universities and Community Colleges, and Governing Boards for Universities and Community Colleges**

One board coordinates all postsecondary education in the state. Two separate boards have responsibility for public institutions. One board governs state-operated universities and coordinates locally governed community colleges. The other board governs city universities and community colleges. This structure is unique to New York.



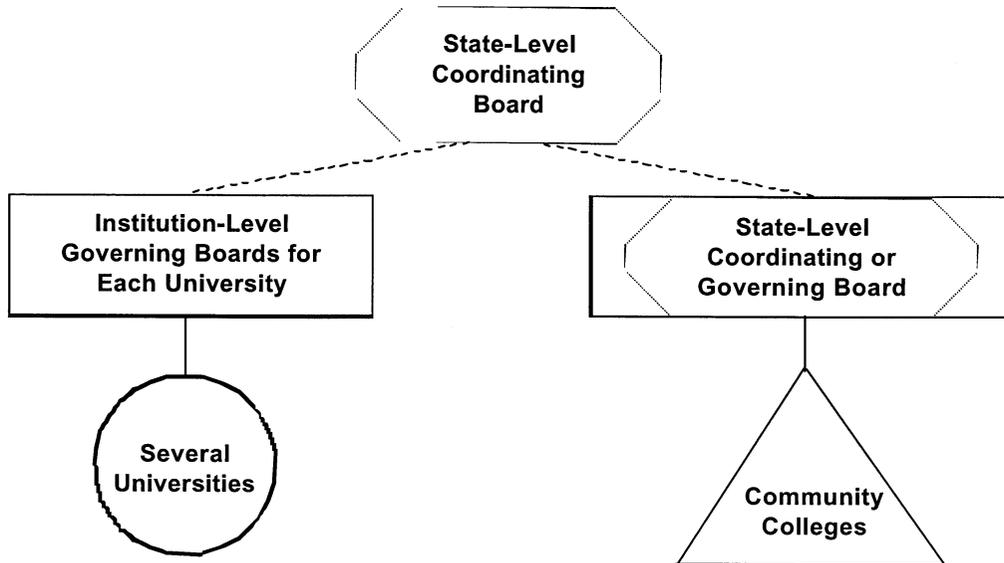
**State-Level Coordinating Board, State-Level Governing Board for Universities, and Consolidated Governing Board for Universities, Community Colleges and/or Technology Centers**

There is a state-level coordinating board and two separate state-level governing boards, one for universities and one for universities, community colleges and technical institutions. This structure is unique to Tennessee.



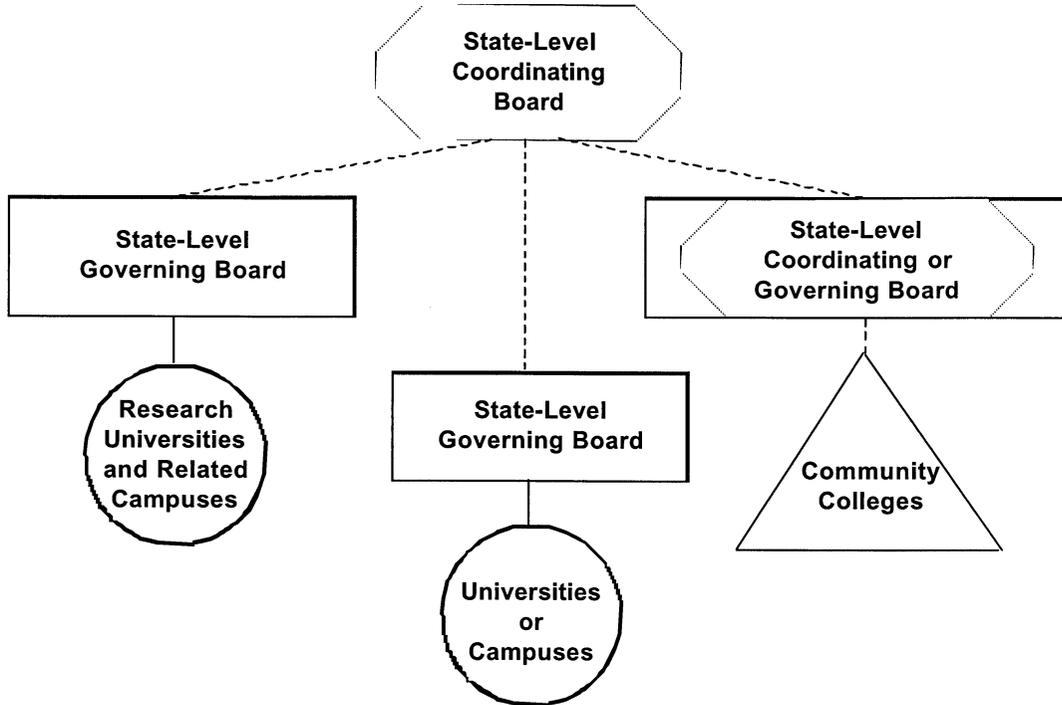
**State-Level Coordinating Board, State-Level Governing or Coordinating Board for Community Colleges, and Individual Boards for Each University**

Each public university has a governing board. State boards for community colleges either govern the colleges or coordinate locally governed community colleges. Coordinating boards plan and coordinate the whole system. This structure is found in Kentucky, Virginia and Washington. Kentucky and Virginia community college boards are statewide governing boards, whereas the Washington community college board is a coordinating board for locally governed colleges.



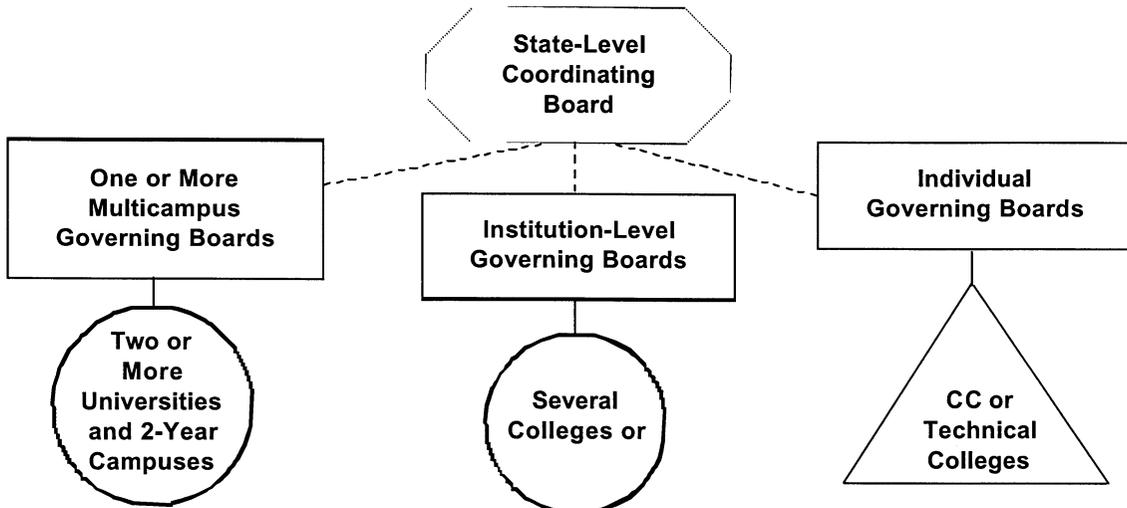
**State-Level Coordinating Board, State-Level Governing Boards for Universities, and State-Level Coordinating or Governing Board for Community Colleges**

There is a state-level coordinating board. Public institutions are organized under three state-level boards: a governing board for research universities, a governing board for other state universities, and a coordinating or governing board for locally governed community colleges. This structure is found in California, Connecticut, Louisiana and Nebraska. In Nebraska, a statewide association performs limited statutory functions.



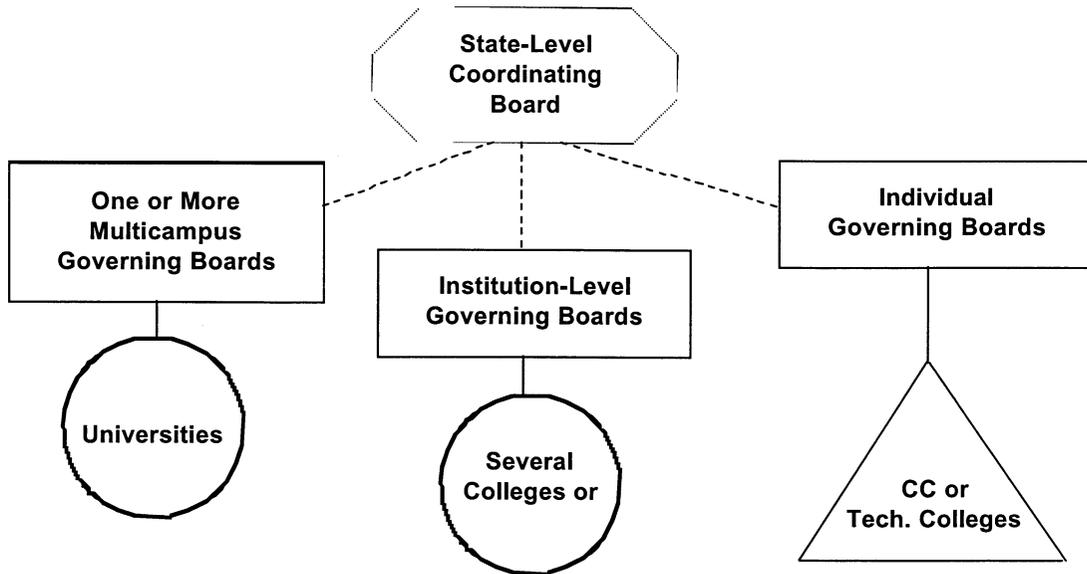
**State-Level Coordinating Board, and Single-Institution and Multicampus Governing Boards**

This structure is made of a complex system of institutional governance, including some multicampus systems with governing boards and some individual institutions with governing boards. The state-level board is responsible for coordinating the whole system. This structure is found in Arkansas, New Mexico, Ohio, Oklahoma and West Virginia. Some West Virginia community colleges are administratively linked to other institutions.



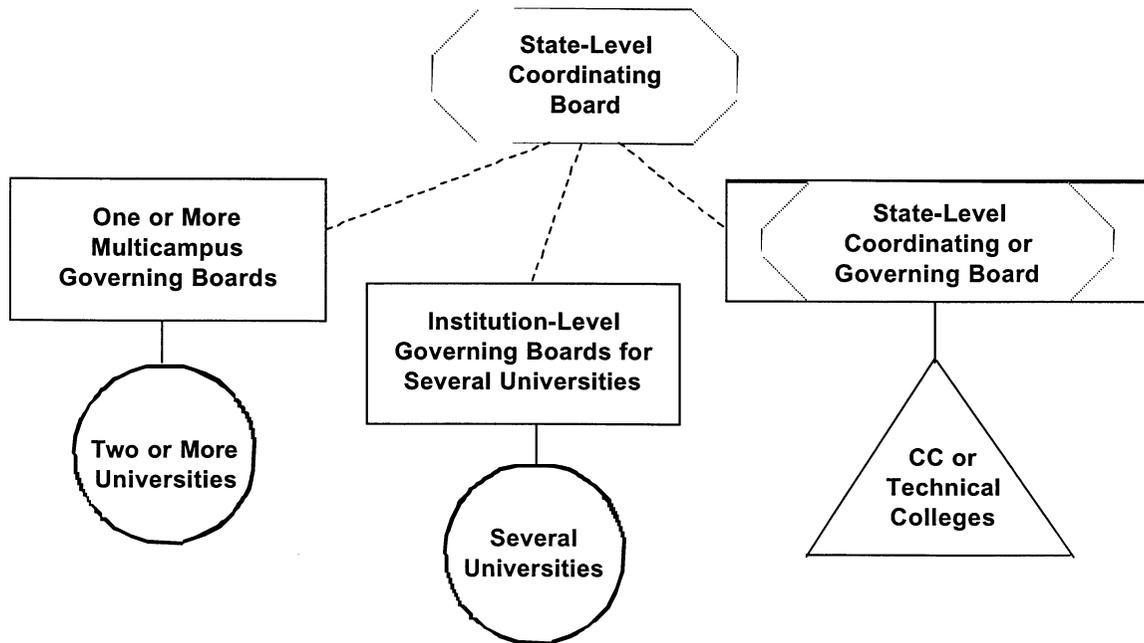
**State-Level Coordinating Board, and Single-Institution  
and Multicampus Governing Boards**

This structure is made of a complex system of institutional governance, including some multicampus systems and some institutions with individual governing boards. The state-level board is responsible for coordinating the whole system. This structure is found in Maryland, Missouri and New Jersey.



**State-Level Coordinating Board, State Coordinating or Governing Board for  
Community Colleges, and Single-Institution and MultiCampus Governing Boards**

This structure is made up of a complex system of institutional governance, including some multicampus systems with governing boards and some individual institutions with governing boards. The state-level board is responsible for coordinating the whole system. This structure is found in Alabama, Colorado, Illinois, Indiana, South Carolina and Texas.

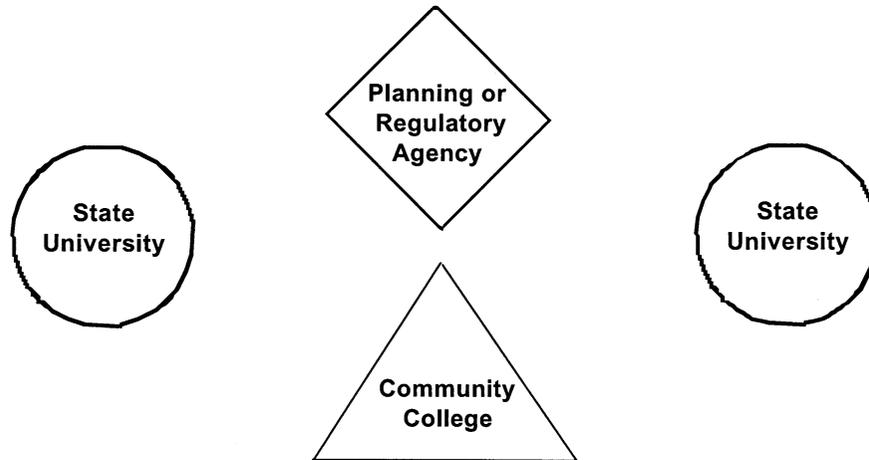


### 3. Planning/Regulatory/Service Agency States

Planning/Regulatory/Service Agency states have limited or no formal coordinating or governing authority.

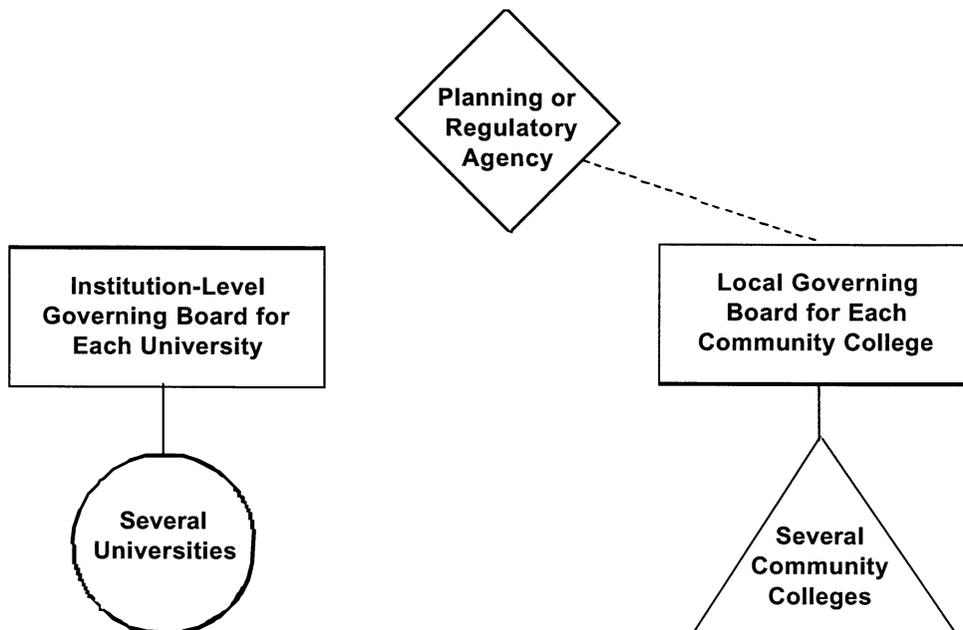
#### ***Three Separate Governing Boards and a Planning/Regulatory Agency***

Each public institution has a governing board. The planning/regulatory agency has no formal coordinating authority. This structure is unique to Delaware.



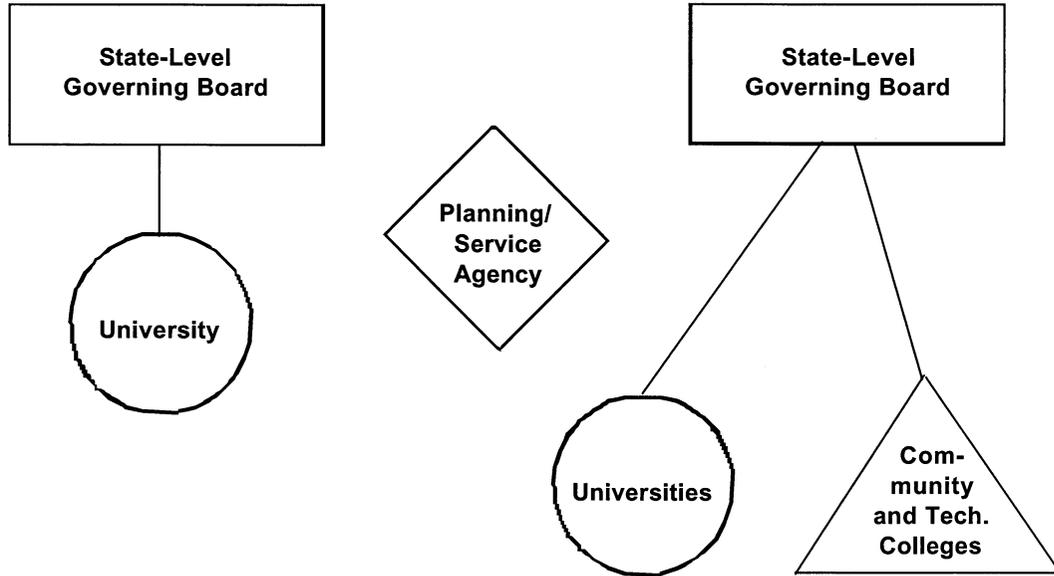
#### ***Separate Governing Boards for Each Public University, Local Boards for Community Colleges, and Planning/Regulatory Agency for Locally Governed Community Colleges***

Each public university has a governing board. Each community college has a local governing board. A state-level planning/regulatory agency for community colleges either governs the colleges or coordinates locally governed community colleges. This structure is unique to Michigan. The Michigan state board of education has limited coordinating authority related to locally governed community colleges.



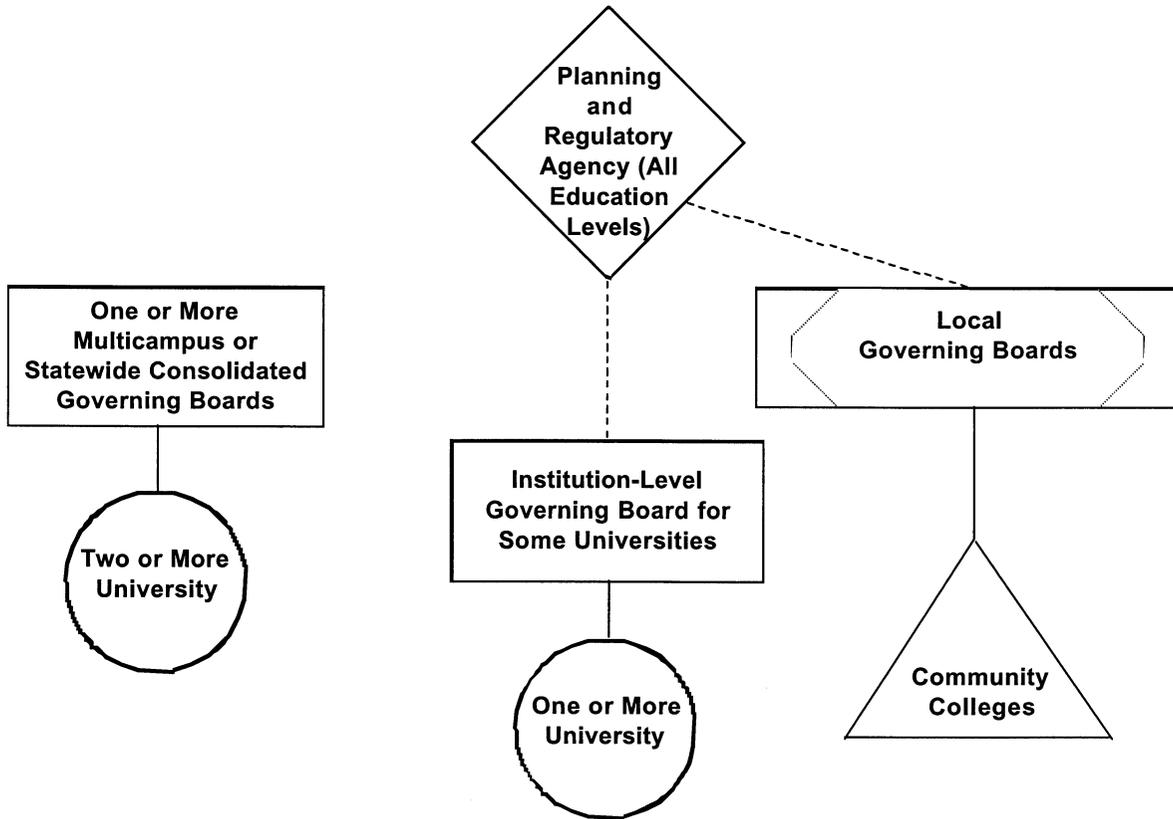
**State-Level Governing Board for Universities, Separate Consolidated Governing Board for Universities and Community and Technical Colleges, and a Planning/Service Agency**

Two separate state-level boards are responsible for all public institutions. The planning/service agency has no coordinating authority related to governing boards. This structure is unique to Minnesota.



## **Multiple Forms of System and Institutional Governance and a Planning/Regulatory Agency**

This structure is made up of a complex system of institutional governance, including some multicampus systems with governing boards and some individual institutions with governing boards. The state-level board has limited planning and regulatory authority related primarily to community colleges. This structure is unique to Pennsylvania.



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Education Commission  
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# Policy Brief

## Governance

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## Guidelines for States Considering Reorganization

Aims C. McGuinness

February 2002

In most states, leaders have made governance changes without first making a thorough evaluation of how well their existing policies and structures align with the state's agenda and the public interest. Consequently, one can find numerous examples of governance changes that failed to meet the expectations of the people who proposed them. Continuing changes in public expectations and new policy environments require changes in many existing structures. States that fail to assess these contextual factors risk seriously hampering the capacity of the state and its postsecondary education system to compete in the new environment.

States considering reorganization need to do the following:

- **Focus first on ends, not means.** Clear goals and objectives need to precede reorganization. Reorganization is a means to an end, not an end in itself. Reorganization without a sense of purpose or direction may be more damaging than maintaining the status quo. If reorganization debates are framed by good information about the state's demographic, economic and education trends, the debate is more likely to focus on the ends to be achieved than on arguments about means, turf and power.
- **Be explicit about the specific problems that are the catalysts for the reorganization proposals.** In governance debates, rationales for change can be expressed in lofty terms disconnected from the problems that led to the proposals. In some cases, the real issue is a specific concern, such as perceived inequities, other problems in financing policy or failure of an existing structure to curb institutional turf battles and unnecessary duplication of high-cost graduate and professional programs. In other cases, the issue may be state leaders' sense that the existing structure is inadequate to help the state confront major policy priorities, such as workforce development or P-16 reform. Whatever the issue, the problem may lie elsewhere (e.g., in the politics of the legislative process), and not in the postsecondary education structure itself.
- **Ask if reorganization is the only or the most effective means for addressing the identified problems.** Reorganization is necessary at times and can be an effective way to signal new directions, assert new leadership and provide a framework for new policy initiatives. But other alternatives, such as strengthened leadership by boards and executive officers or new financing and accountability measures need to be considered carefully.
- **Weigh the costs of reorganization against the short- and long-term benefits.** What short- and long-term damage will result if reorganization is pursued? It may take five to eight years for a newly organized system to begin to function effectively and to yield anticipated results. Major reorganization often is proposed to achieve efficiencies, but little account is taken of the extraordinary costs and reduced productivity stemming from the uncertainty and low morale of persons affected by the changes. Large-scale organizational change requires extensive consultation and rebuilding of the formal and informal networks essential for effectiveness. All these processes are the basic costs of change.
- **Recognize that a good system balances state and societal needs and the needs of colleges and universities.** The assumption that one viewpoint must rule is dangerous. Some officials argue that institutional autonomy is an absolute good and that state involvement on behalf of the public interest must be kept at a minimum. Others believe state priorities must rule and that they need to constrain institutional autonomy. The challenge for states is to develop structures and policies that foster appropriate institutional autonomy, as well as institutional responsiveness to public priorities.

- ***Distinguish between state coordination and institutional governance.*** Coordination is concerned primarily with the state and system perspective – the framework within which governance takes place. Governance, on the other hand, relates to the direction, by boards of trustees and presidents, of individual colleges and universities or systems of institutions. This distinction is important because states often try to solve coordination problems with governance alternatives or vice versa.
- ***Examine the total policy structure and process, including the roles of the governor, executive branch agencies and the legislature, rather than only the formal postsecondary education structure.*** States often will change the postsecondary education structure (e.g., abolish or restructure a state coordinating board) when, in reality, the source of the problem lies elsewhere (e.g., the state civil service requirements or the enactment of inappropriately detailed mandates by the state legislature).

State coordination of postsecondary education is one of the most complex, difficult balancing acts in state government. There are no simple answers, no absolutes. While lessons can be drawn from other states, there is no perfect model. Conflicts are the reality. The challenge is to resolve those conflicts as close to the operating level (e.g., at the campus or through cooperation among campuses) and as close to the real problems as possible. Once issues rise to the level of the governor and legislature, political, as opposed to education values, tend to dominate the debate. Finally, what worked at one point, with one set of actors, may not work at another point. State leaders need to periodically evaluate the adequacy of their systems and undertake carefully considered changes when necessary.

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